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ABSTRACT

These ten case studies of the Program for Persons of Limited English-Speaking Ability (PLESA) report different approaches to providing training and employment assistance to unemployed persons of limited English-speaking ability. (A summary report of forty-seven projects is available separately. See Note.) The first four describe projects conducted in Tucson, Arizona; New York City; Bergen County, New Jersey; and Laredo, Texas. The remaining six cases describe selected features or components of projects in Los Angeles, San Francisco, and Orange County, California; Honolulu, Hawaii; and Philadelphia and New Holland, Pennsylvania. Each section (case study) begins with a bibliographic data sheet and project profile sheet which outlines target group; objectives; client recruitment, selection, assessment, and counseling; training; job development and placement; follow-up program; supportive services; budget; and outcomes. Topics discussed within the narrative of the case studies include project planning; target groups; project direction, management, and operation; clients and services; English language instruction; occupational skills training; job development and placement; and results. Target groups include Hispanics, Vietnamese refugees, Filipinos, and Russian and Korean immigrants. Occupations trained for include secretarial, electricians' helpers, import-export clerks, Chinese cooks, nursing, and auto mechanics. (YLB)

PLESA

Program for Persons of Limited English-Speaking Ability

Ten Case Studies

Project Director: Jack Reynolds

Prepared for
U.S. Department of Labor
Employment and Training Administration
Office of Policy, Evaluation, and Research

by
University Research Corporation
Washington, D.C.
1978

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P R E F A C E

This report is part of the Department of Labor's continuing effort to meet its responsibilities to conduct studies and disseminate information about programs developed under the Comprehensive Employment and Training Act (CETA).

Specifically, the report consists of 10 case studies of the Program for Persons of Limited English-Speaking Ability (PLESA). The first four cases describe projects conducted with Title III PLESA funds in Tucson, Arizona; New York City; Bergen County, New Jersey; and Laredo, Texas. The remaining six cases describe selected features or components of projects in Los Angeles, San Francisco, and Orange County, California; Honolulu, Hawaii; and Philadelphia and New Holland, Pennsylvania.

These case studies are not evaluations but rather descriptions of projects that attempted different approaches to a common problem.

It is hoped that these case studies will be useful to prime sponsors who are looking for ways to design and conduct employment and training services for unemployed persons of limited English-speaking ability.

The information reported in the case studies is based on site visits made to the projects in the summer of 1978. Many thanks go to the staff of the prime sponsors and subcontractors who provided us with this information. Thanks are also due to the Federal Representatives in the regional offices who made access to the projects possible. Special thanks go to George Koch and Gale Gibson of the Employment and Training Administration for their advice and support throughout the project.

Jack Reynolds, Ph.D.
Project Director

MAY 27 1980

LIST OF CASES

1. Tucson, Arizona: ESL and Bilingual Vocational Training
Probably the most successful PLESA project in the country. A total of 194 persons went through the program and 150 were placed, a remarkable 77 percent. The program was one of the few that offered bilingual vocational training as well as a combined ESL and ABE course.

2. New York City: Bilingual Office Skills Training
Two very different approaches to office skills training. One subcontractor was experienced in training delivery and provided all instruction in-house; while the other had no skills training center and had to subcontract their vocational training. The project trained a total of 160 clients in secretarial and basic accounting skills.

3. Bergen County, New Jersey: On-the-Job Training and ESL
An example of how to learn from problems to make a good idea better. On-the-job training and ESL for 110 clients.

4. Laredo, Texas: Bilingual Training for Electricians and Import-Export Clerks
Twenty-one men were trained as electrician's helpers and 15 women learned to be import-export clerks. Spanish and English were used interchangeably in this truly bilingual project. Initial placement was good, but few clients found or kept jobs as electricians or import-export clerks.

5. Los Angeles, California: Training Chinese Cooks
One part of this project was both innovative and successful. The United Chinese Restaurant Association did a bang-up job in training and placing cooks.

6. Pennsylvania: Building a Vocational ESL Library
Library development and vocational counseling were combined by one of the four projects funded by this grant. The other three located in the eastern part of the state provided ESL training.

7. Honolulu, Hawaii: Developing Bilingual Vocational Curricula
The University of Hawaii undertook an ambitious project to develop curricula in nursing and auto mechanics for Vietnamese, Koreans, and Filipinos. Thirty-one booklets and several videotapes were produced and tested.

8. Orange County, California: MESL and ESL--A Study in Contrasts
Two projects with very different experiences are compared in this case. SER provided ESL for Hispanics and was very successful. Garden Grove provided ESL for Vietnamese and ran into all sorts of problems.

9. Philadelphia, Pennsylvania: Community Support
The Jewish Vocational and Employment service provided ESL and vocational skills training for recent Russian immigrants. The community support for the project was a real bonus.

10. San Francisco, California: ESL for Asian Rufugees and Immigrants
Two successful projects are contrasted. One provided ESL and employment services for Vietnamese refugees. The other provided ESL to Korean immigrants. The important distinction is between being a refugee and being an immigrant.

PLESA

Program for Persons
of Limited
English-Speaking Ability

Case Study No. 1

ESL and Bilingual Vocational Training

by
Jack Reynolds
with
Gladys Garcia

Prepared for
U.S. Department of Labor
Employment and Training Administration
Office of Policy, Evaluation, and Research

by
University Research Corporation
Washington, D.C.
1978

TUCSON
ARIZONA

ABSTRACT

The Tucson project had one of the most successful placement rates of any of the PLESA projects. A total of 194 people went through the program, and 150 were placed on jobs, a remarkable 77 percent. The project was one of the few that offered bilingual vocational training. Sixty-one persons participated in training courses in business and office work, welding, electrician's helper, health occupations, auto body repair, and meat cutting. The project also offered high quality English language instruction combined with Adult Basic Education. Prime sponsor staff credited the success of the project to the experience of the two agencies that provided the services: SER--Jobs for Progress, Inc., and the Tucson Skills Center. Three general problems emerged: (1) there is no clear definition of what a PLESA is; (2) there is not enough time under present regulations to train PLESAs; and (3) the cost of training a PLESA is too high given the competing demands for CETA services.

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None.

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These case studies are part of the Department of Labor's continuing effort to meet its responsibilities to conduct studies and disseminate information about such programs, developed under the Comprehensive Employment and Training Act (CETA).

The Tucson project had one of the most successful placement rates of any of the PLESA projects. A total of 194 people went through the program, and 150 were placed on jobs, a remarkable 77 percent. The project was one of the few that offered bilingual vocational training. Sixty-one persons participated in training courses in business and office work, welding, electrician's helper, health occupations, auto body repair, and meat cutting. The project also offered high quality English language instruction combined with Adult Basic Education.

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PLESA - Persons of limited English-speaking ability

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TUCSON

PRIME SPONSOR: Tucson-Pima Employment and Training Consortium
ADDRESS: P.O. Box 5547 (100 N. Stone Avenue) Tucson, AZ 85703
CONTACT: Frank Romero, Director
TELEPHONE: (602) 622-5500
GRANT NUMBER: 04-6039-37
GRANT PERIOD: 4/15/76 to 4/[illegible]/77
GRANT AMOUNT: $258,228

BRIEF PROJECT DESCRIPTION: Seven Asians and 187 Mexican-Americans received one or more of the following services: MESL, ABE and bilingual vocational training in business/office skills, welding, electrical work, health occupations, auto body repair or meat cutting.

INITIAL TARGET GROUP: One hundred and seventy-seven Hispanics of limited English-speaking ability.

PROJECT OBJECTIVES: The project's objective was to increase the English-speaking ability of the 177 participants and place 152 of them in jobs.

CLIENT RECRUITMENT AND SELECTION: Conducted by SER. Selection criteria followed CETA guidelines, emphasizing economically disadvantaged, unemployed, head of household and limited English-speaking ability. In addition, participants were to be at the seventh grade level to qualify for skills training. Priority was given to applicants who had at least one year of work history.

CLIENT ASSESSMENT: Conducted by SER. The ABLE test was used to assess educational level. An oral examination was used to assess English level. The staff followed a standardized assessment protocol to do an overall assessment of the clients' needs.

CLIENT COUNSELING: SER counselors conducted weekly group counseling sessions, focusing on employment issues. Bilingual vocational and personal counseling was provided at regular intervals as needed.

ENGLISH LANGUAGE INSTRUCTION: SER conducted the ESL component, which was divided into five learning clusters and five survival English clusters. The learning clusters exposed participants to basic linguistic concepts. The five survival English components covered basic communicative skills needed for training or on a job. MESL and Adult Basic Education were taught concurrently for a six-month period.

OCCUPATIONAL SKILLS TRAINING: The Tucson Skills Center provided up to six months of bilingual training in business/office skills, welding, electrical work, health occupations, auto body repair, or meat cutting. Materials developed by the instructors and curriculum development specialists followed a step-by-step performance objective format that allowed students to progress at their own pace. Some of the materials were translated into Spanish.

JOB DEVELOPMENT AND JOB PLACEMENT: SER Job Developers worked with individual clients and employers, acting as matchmakers and facilitators.

PROJECT NAME: English as a Second Language/ Limited English-Speaking Ability (ESL/LESA)
ADDRESS: 40 W. 28th Street Tucson, AZ 85713
CONTACT: Ernesto Urias, Director of Project SER
TELEPHONE: (602) 624-4703
SUBCONTRACTOR: Project SER

FOLLOW-UP PROGRAM: Participant problems that affected retention were identified and resolved, retention and upgrading were documented. Both employer and employee were contacted on the following schedule: personal contact was made 72 hours, two weeks, and 30 days after the program; telephone contact was made 60, 90, and 180 days after.

SUPPORTIVE SERVICES: Referred to community and public agencies for medical, day care and other services. Participants from rural areas had transportation to and from the project site.

ORGANIZATION: Project SER was responsible for outreach, assessment, counseling, MESL, job development follow-up, and administration. The Tucson Skills Center of the Department of Education provided skills training.

BUDGET:

	Planned	Actual	Percent of Plan
Administration	$ 32,044	$ 17,917	56
Allowances	175,139	180,126	103
Training	37,272	43,322	116
Services	13,773	16,863	122
Total	$258,228	$258,228	100

CLIENT PROFILE: The program served 187 Mexican-Americans and seven Asians. Fifty-two percent were male; 57 percent were between the ages of 22 and 44; 57 percent had an eighth grade education or less; and all were economically disadvantaged.

OUTCOMES:

	Planned	Actual	Percent of Plan
Total Clients	177	194	110
Total Terminations	169	194	115
Total Placements	152	150	99
Placement Rate	.859	.773	90
Cost per Placement	$1,699	$1,722	101

PROGRESS OR PROBLEMS: Not enough time for a project of this scope.

CONTINUATION: Partially continued under Title I.

NOTEWORTHY FEATURES: Development of SER assessment instrument; ESL and survival English instruction; bilingual vocational training; performance-oriented curricula.

REPLICATION ISSUES: Bilingual staff needed.

DOCUMENTATION AVAILABLE: Standard forms, training and progress reports, training materials.

Planning the Project

Experience counts. Tucson had a lot of experience helping persons of limited English-speaking ability before it began this project. SER, Jobs for Progress, Inc., had been providing English language instruction, job counseling, job development and other services to such people for several years. The Tucson Skills Center (TSC) had been training them in their regular vocational courses. And the key staff in the Tucson-Pima County Manpower Consortium (the prime sponsor) were natives of Tucson, familiar with the community, and acutely aware of the need for this type of training. So, when the opportunity came along, Tucson was ready to respond.

The prime sponsor submitted a proposal for $258,000 to provide a variety of services to persons of limited English-speaking ability (called LESAs locally). SER was to do what it had been doing: recruitment, selection, counseling, English as a second language (ESL), adult basic education (ABE), and job development. The Skills Center was to provide skills training in business and office skills, welding, electrical work, and health occupations.

The Regional Office negotiated a grant with Tucson, but for $75,000 less than was requested. The prime sponsor was able to get the Arizona Department of Vocational Education to contribute the $75,000 to allow the Skills Center to provide the occupational training. About two or three months later, the Regional Office provided the $75,000 that had been negotiated out of the original request. That money was used to increase the number of people to be served and to add two new training areas: auto body repair and meat cutting.

The Main Target — Mexican-Americans

Mexican-Americans of limited English-speaking ability were the principal target group for this project. They were the largest minority in the Tucson area, and they had community advocates, like SER. Just as important, the staff knew there were materials available in Spanish that could be used to train these people. There was little available to use in training some of the other minorities, such as the native Americans and Vietnamese. But, as one of the prime sponsor's staff pointed out, many of the native Americans, such as Papagos, can speak Spanish as well as their Indian dialect. So they could get into the program, too. Asians and other minorities were also included, but the Mexican-Americans were the principal target group.

WHAT IS A PLESA?

Exactly what is a "person of limited English-speaking ability?" When the project staff began drawing up client eligibility criteria, they found that no one had a definition. After a lot of discussion, they settled on "someone who is not a native English speaker." Recently they revised that to "a person whose major language is other than English." The local SER affiliate has come up with a new operational definition that excludes the non-English speaker and focuses more on defining "limited." A person of limited English-speaking ability is a "level three ESLer," someone scoring between 200 and 300 on the Ilyin placement exam.

Different Levels of Training

Not everyone admitted to the project was to be trained to be a clerk, welder, or meat cutter. The prime sponsor did not conduct a special needs assessment, but from experience and informal discussions with local agencies they expected clients with different needs to enroll. Some would be functional illiterates with no marketable skills. Others would be literate in Spanish but not in English. Some of those would be skilled, some semi-skilled, and some unskilled. There would be some skilled clients who needed a little more English to get a job.

People come in at different levels

- *Functional illiterates with no skills*
- *Semi-skilled with no English*
- *Skilled with some English*

Thus, the project planned to provide what was needed. Some clients would get ESL only. Others would get ESL and ABE. Others would get ESL, ABE and skills training. Whatever the client needed would be provided--at least, if it was feasible within the project.

Welding and Meat Cutting

The number of clients to be trained was determined by the cost of training. Initially, the project planned to serve 163, of which 41 were to get a six-month course in welding, health occupations, and so forth. That is what could be done with the available funds.

Why welding and meat cutting? This was worked out between the prime sponsor, SER, and the Skills Center. In part, it reflected demand. The Department of Employment Security periodically conducts an occupational employment study to identify the demand for different types of jobs. The staff also looked at the job bank listing. In part the choice reflected supply.

TSC was set up to offer certain types of training. But it could make changes. Auto body and meat cutting were added to reflect client interest and changes in demand. Irma Celaya coordinated the LESA project at TSC. "If there's a demand for it we can establish a new cluster," she explained. "Right now, for example, they're doing a labor market survey on solar energy occupations to see if there is a demand. By the same token, if the demand isn't there we can close down clusters. For instance, we don't have welding anymore."

There was another reason for adding auto body and meat cutting. They didn't require as much English. Celaya says that shortly after they began training LESAs in business and office skills, they realized they had a problem. "We could train the individuals, but we couldn't get them placed," she said. "One of the big reasons was because of the communication skills. In auto body and meat cutting there probably isn't that much contact with the public."

SER and the Skills Center

In a sense, there were two subcontractors, SER, and the Tucson Skills Center. But SER had overall responsibility, and therefore, quite a bit to say about the type of skills training to be offered to the LESAs at TSC. The prime sponsor left the two agencies alone to work this and other details out. Both of the operating agencies were experienced and had worked well together before. Besides, the prime sponsor did not have any programmatic specialists to give advice. Delia Walters was the key person behind the development of the project at the prime sponsor. "It worked well," she said.

> Both of the contractors worked together to develop the curriculum. There was lots of contact and communication. We left them alone. Of course, we helped them with technical problems and we made spot checks. But we don't have programmatic people on staff. And I'm not sure it would be useful to have programmatic staff. It could lead to conflicts.

Recently, the prime sponsor created a service delivery coordinator position, a sort of project officer assigned to monitor contracts and subcontractors. The coordinator also acts as the liason between the subcontractor and the prime sponsor, and as the subcontractor's advocate. This new arrangement still doesn't disturb the "hands off" policy as far as technical decisions are concerned.

Using two contractors was a matter of economics. Everything could have been given to SER or to TSC, but that would have meant adding new functions to the agencies. SER does not have a skills training capability and TSC does not have the ESL capability. Perhaps more important, the two agencies had worked well together before, and did again during this project. "The functional split was not a problem," said Celaya. "The working relationships were good."

A Dedicated, Bilingual Staff

One reason those relationships were so good was that the staff got along with one another. The SER counselor came to the Skills Center at least once each week for group counseling sessions and was on call when needed. Teamwork seemed to be the theme. At SER, the instructors, job developer, and counselor worked together to help each client learn, apply that learning, and get a job.

All of the staff seemed to agree that the important characteristics of an effective staff person are expertise, knowledge of the community and clients, and empathy. Walters and her boss at TSC, Frank Romero, both felt that the agencies had done an excellent job in staffing. "SER does well in staffing," said Walters. "The Skills Center did an outstanding job in recruiting competent, bilingual instructors," added Romero. The instructors had worked in the fields they taught and had training experience as well.

Ethnic and language compatibility between the clients and the staff is not essential, but it apparently helps. For this project it was very important where vocational instruction was concerned because the plan was to offer bilingual instruction, and the instructors were the medium for that process.

Clients and Services

Originally, the project planned to serve 177 clients, mostly Mexican-American. In fact, 194 were served, all but seven of whom were Mexican-Americans or Spanish-speaking native Americans. The seven were immigrants either from Vietnam, Cambodia, Pakistan,

THE LESA CLIENTS

	Number	*Percent*
Total	*194*	*100.0*
Male	*102*	*52.6*
Female	*92*	*47.4*
21 and under	*64*	*33.0*
22 to 44	*103*	*53.1*
45 and over	*27*	*13.9*
8th grade and under	*107*	*55.2*
9th-11th grade	*52*	*26.8*
High school and over	*35*	*18.0*
Limited English	*194*	*100.0*
Underemployed	*11*	*5.7*
Unemployed	*183*	*94.3*

and Laos.

The project profile sheet shows that there were about as many women as men, that about half were between 22 and 44 years of age, that almost half had nine years or more of formal education, that all were of limited English-speaking ability, and almost all were unemployed.

Recruiting clients was not a problem. SER handled this, and because they had an ongoing ESL program and a reputation in the community, there were many candidates available.

Selection — A Difficult Choice

Selection followed CETA guidelines, but there was one additional, and important criterion. Candidates were to be functional at the seventh grade level. This was necessary because the TSC staff felt that persons with less education would not be able to complete the skills training. Some would call this "creaming," taking the candidates most likely to succeed. Others call it realistic. "They need seventh grade to do well at TSC," said Ernesto Urias, director of SER. Is it fair to put someone in a program that he or she can't handle? Does it do the person any good to fail?"

But couldn't some be put in a longer program? Not under the PLESA grant. This was a one-shot, one-year program and most clients were limited to six months of training and support. Almost all of the staff agree that this is not enough time to deal with the semi-literate, unskilled, PLESA with no work history. Romero thinks that 18 to 30 months are needed. Given the time available under the PLESA grant, everyone agreed that the project would have to take skilled or educated LESAs. The hard core would have to wait for some other way.

TO CREAM OR NOT TO CREAM

One of the dilemmas facing any PLESA project is whether to take the most qualified applicants or concentrate on the "hard core." In theory, CETA is designed to help the hard core unemployed to get the training and services they need to get jobs. But such people are often difficult to help in the short time that CETA has to work with them. And it costs more to help them because they need more services and longer-term training. Is it better to help many who need a little help, or a few who need a lot of help? Tucson chose the former approach and was very successful. Candidates had to have a seventh grade level of education to be eligible. One hundred fifty clients, or 77 percent of all who entered the project were placed in jobs for which they were trained.

Counseling — An Essential Service

But the clients who were accepted didn't always meet the educational criterion. Perhaps four out of 10 did not have a seventh grade functional level of education. And that made preparation for skills training take longer. Some had to take remedial education first. Some who made it to skills training still had problems.

> The younger trainees were quicker learners. The older ladies were more set in their ways. They were much slower learners. It was very hard to teach them. I can recall a couple of cases where we took them out of business and office training because they just could not type and we could see that in no way were they going to be employable. Not only did they not have the English (literacy), they did not have the vocational skills. So, rather than gearing these individuals for failure, we put them into another area--into cashiering. Cashiering is part of business and office, so it worked out okay. They came out as cashiers.
>
> - TSC Instructor

Besides problems such as this, there were others. Celaya was just supposed to give skills training, but she found herself counseling, too. "A big problem was that in addition to their communication, they had very low self esteem," she said. And even though the SER counselor came over to TSC often, the trainees still came to their instructors with their problems. Some of these were related to finding a job, others were related to day care, transportation, or medical needs, and SER handled most of them through referrals to community agencies. But the big problems for many clients were overcoming shyness and self-doubt and then building confidence in themselves about their own worth. SER provided group and individual counseling, and gradually the trainees became more confident, and more able to help themselves. Sue Denogean was the SER counselor, and she remembers these trainees as being very responsible, hard working, and able to cope.

> We had four females who you would predict never should have gotten anyplace. They had really traumatic things happen to them. But they were so great and such strong people, and it did not interfere with the program. They were very supportive of each other. They all got jobs as bank tellers.

English Language Instruction

Since this was a program for persons of limited English-speaking ability, everyone learned English. Graciela Revilla is the head of SER's ESL program in Tucson. She has been teaching English to LESAs for 25 years. She has a Ph.D. in linguistics from the University of Havana and a Masters of English from the University of

Kansas. For at least 10 years she has been teaching MESL to skilled, semi-skilled, and unskilled students.

From the first encounter with the prospective enrollees, she begins to work on their self-esteem. "Self-esteem is the key element to success," she said, and this axiom is reflected in the tests administered.

The tests are designed to determine what the students' levels are in non-verbal reasoning, math, attitudes, analytical abilities (in employment situations), as well as vocabulary, pronunciation, writing, and other aspects of English language ability.

The latter skills are tested in a job-related context where even slang and idiomatic expressions are incorporated. The format is varied using multiple choice, fill-ins, and matching and reading passages as test items. Directions are given in English and Spanish to ensure comprehension, instill confidence and save administrative time.

The English part of the placement test is used as a post-test to measure progress at midterm and upon completion. Teacher-made tests (English structure and on-the-job vocabulary tests) are administered periodically, usually upon completion of a set of clusters. Habits of self-discipline, such as regular self-study and meeting deadlines, are encouraged. These habits will be reflected in the performance of the student on the job.

Between the Adult Basic Learning Education (ABLE) test, her own ESL test, and interviews with the applicants, Revilla is able to determine where a student is, what the student's self image is, and what is likely to motivate the student to succeed.

During the first week of training, Revilla observed the students closely. She looked for unique ways of expression, both in English and in Spanish. She did not worry much about pattern drills and other exercises at first. She wanted to get to know the students, so Spanish was spoken quite a bit. In this relaxed, warm setting, the students and the instructor began to develop a rapport and mutual trust and confidence, and Revilla learned what stimulated their interests. When she knew that, she knew how to motivate them to learn English.

The overall goal of the MESL instruction is to enable the students to cope with any language situation. Revilla strives to "enlarge the student's mind." Operationally, she hoped to advance the students three grade levels in the six months that she had them. The students attended classes seven hours a day, five days a week for 26 weeks. During that time they followed a structured program that is highly individualized. There was no grouping of the students by level of ability, but the classes were small (12 students) and Revilla and the other two instructors took turns teaching the classes. Thus, there was a lot of variety and time for individual help.

Revilla has designed a course that has five major units subdivided into 26 clusters. The major units describe in general

terms the structures and techniques to be used:

1. Pattern practice. Concentrates on structure through use of a limited vocabulary.
2. Vocabulary building. Increases vocabulary through a limited number of grammatical structures.
3. Survival English. Dialogues based on everyday situations on the job and in the community.
4. Occupational English. Dialogues focusing on the vocabulary of the occupation for which the student will be trained.
5. Comprehension. Emphasis on understanding for the purpose of responding. In this unit, students are exposed to acronyms, idioms, and available written material, such as newspapers, articles, trade journals, signs, and so on.

The 26 clusters concentrate on grammar or structure. Each one emphasizes topics necessary for survival on the job and takes one week to complete.

Each cluster is broken down into objectives, and these objectives are the basis for the daily lesson plans. The students are assessed individually on their mastery of each objective, and the monthly assessment of overall performance also includes a review of progress in ESL.

An eclectic approach incorporating many methodologies is currently being used. This includes the direct Ascher, audio-lingual, cognitive and grammar-translation methods. The pattern drills most frequently used are repetition, simple substitution, moving slot substitution, transformation, backward buildup, reduction, response, and translation drills. The following is an example of a pattern drill used to teach the present tense of the verb "to be":

1. I am a busboy.
   I am a typist.
2. You are an electrician.
   You are an operator.
3. He is a bus driver.
   He is a truck driver.
4. It is here.
   It is there.

These repetition-substitution or transformation drills are done using vocational language. This exposes the student to on the job vocabulary from the beginning of the course. Commands, probably one of the most important structures for a student to learn, are also occupationally oriented. For example:

Touch the cord.

Straighten the line.

Lay the pattern flat on the table.

Games are often used, most effectively with motions, directions, and requests. They provide an entertaining way of teaching structure, thereby increasing student motivation. They test alertness, association, and timing as well as the structure and vocabulary. Most of these games were tailormade by the instructors to fit the participants' needs.

EXAMPLE OF AN ESL CLUSTER

	Date Taught	Date Mastered
1. *Alphabet and Sound System*	_____	_____
2. *Simple present tense of "to be" using adjectives*	_____	_____
3. *Subject pronouns with "be"*	_____	_____
4. *Forms of "be" with singular and plural of nouns*	_____	_____
5. *Introduction of homonyms*	_____	_____
6. *Placement of noun complement and question order for "to be"*	_____	_____

Dialogues are an important part of the training. Students become familiar with typical phrases, sentences, and dialogues used on the job.

Students used the language laboratory for an hour each day. Revilla feels that the importance of the lab cannot be overemphasized. The lab makes it possible for all students to practice aloud simultaneously, yet individually, with skilled supervision from the lab instructor.

Acculturation is also a part of the curriculum. The students read the newspapers, not only the lead articles but also columnists like Ann Landers and "Dear Abby," comic strips, and other features that reflect the "American mentality." Other materials such as the Reader's Digest and well-known American classics offer additional insight into the American way of life.

Controversial topics were not avoided. Sources of conflict between the Spanish-American and those of non-Latin heritage (the Anglo-American, Afro-American and Indochinese-American) were identified and discussed. Both positive and negative positions on biculturalism were analyzed.

Students who were going on to the Skills Center learned the vocabulary and terms that fit the occupation they were preparing for. Other students practiced the terminology for occupations they were planning to enter.

In general, the course stressed common themes: employment, survival, speaking. But the clusters were flexible and were easily adapted to the individual needs of each student.

The students were tested and assessed frequently, to keep them informed of their progress toward goals, and to help the instructors,

counselors, and job developers identify what could be done to assist the students. It worked. According to Revilla, the students learned English. Most advanced three grade levels. But that was not always enough--many needed more time and instruction.

Occupational Skills Training

One of the noteworthy features of the Tucson project was the bilingual vocational training. It was noteworthy for two reasons. First, it was bilingual, and that is unusual. Second, the staff developed a "learn-by-objectives" structured curriculum for each subject.

About one-third of the 61 trainees were enrolled in business and office training. The rest were trained to be electrical helpers, welders, auto body repairers, health occupation practitioners, or meatcutters.

Learning by Objectives

The learning contract, and the curriculum that went with it, gave structure to the courses and allowed the instruction to be individualized. The staff is still refining the curricula, revising objectives and procedures, translating passages into Spanish, and perfecting the approach that began over two years ago.

Celaya, who was in charge of developing the curricula with the help of subject matter experts, thought that she would just use existing materials. But she couldn't find any, she said:

> I must have written 100 letters, at least. I got little response. I don't think there are very many materials available. Once I found out that the materials aren't out there, I knew we needed to do something. We needed to develop the materials.

Each subject, such as business and office, was broken down into manageable components, such as typing, filing, mail procedure, and office machines. Each component, in turn, was broken down into learning objectives. For example, mail procedures were broken down into incoming mail and outgoing mail. Finally, each of those objectives was broken down into steps that had to be learned to achieve the objective. For example, there were five learning steps for the first phase of outgoing mail procedures: check outgoing mail, fold and insert mail into envelopes, seal envelopes, use zip code directory, and classify mail. Thus, the entire course was organized in easy steps that the trainee could learn at his or her own pace. For example, to master the art of filing, the trainee had to complete 23 learning objectives, an instructor explained:

> They had a contract whereby the instructor and the trainee sat down once a week and the instructor outlined everything that was to be done for the week. And that included typing, filing, recordkeeping, office machines, telephone, mail handling, office practice procedures--everything in our

area, so that in a given week they were assigned something in every subject area. Then it was up to them--because it was an individualized program--to set their schedule.

The students would set a daily schedule of what they intended to accomplish. Some parts of the schedule were fixed. For example, block typing was held between 8 and 9 a.m. and time writing at 9:30 a.m. and 12:30 p.m. The rest of the time the students worked on their own contracts.

Each student had a list of objectives to work on, and would check each one as it was completed. When the student was ready, the instructor would give a test and enter the date that the student completed the objective. When the student completed a set of objectives, there would be a test on that set.

When the student completed the learning objectives for a particular component, then he or she could be certified as qualified in that skill. At the end of the entire program the students were issued certificates of completion if they had met all of the learning objectives.

SOME OF THE LEARNING OBJECTIVES FOR FILING

FILING			*POST TEST*
_____	*4.02.01*	*Organize and Maintain a Filing System*	_____ *(Date)*
_____	*4.02.02*	*File Surnames*	_____
_____	*4.02.03*	*Index and Alphabetize Individual Names*	_____
_____	*4.02.04*	*Alphabetize Lone Surnames with First Name Initials*	_____
_____	*4.02.05*	*Alphabetize Surname Prefixes*	_____

The instructors gave feedback immediately to the students after each test. If the student did not pass a test, the instructor would explain what was wrong, and the student would take the test again in the next day or two.

The instructors kept a profile sheet on each student so that they knew how each student was progressing. In addition, there was a monthly evaluation, which included attitude, attendance, appearance and other work-related qualities, in addition to skills. The instructor and the student discussed this and the report was signed by the trainee so that the

counselor and other staff would know that the trainee's progress had been discussed with him or her. Once a month the instructors had a formal discussion of each student's progress with the SER counselor and job developer. A sample of an Individual Progress Report form follows.

Bilingual Instruction

What should the language of instruction be, English, Spanish, or both? There were some differences of opinion. Some felt that Spanish should be used in the skills training, because it would be easier for the students to learn. Others felt that English should be used because the students couldn't get jobs if they couldn't function in English. What happened was that both languages were used, though usually, with English the choice whenever possible.

Gene Matis, the electrical helper instructor, started out translating for his students. He would give them the materials in English and translate into Spanish. Later he prepared written Spanish translations. Matis felt that this didn't help them. "They became dependent on the Spanish materials," he said. So now he just provides students with a glossary of terms in Spanish and forces the students to use English as much as possible in class. He translates for them when they can't understand. They don't have any trouble learning the concepts and skills, according to Matis. "The trainee who wants to be an electrician is above average in intelligence," he said. "Language is the only problem. They have to be able to speak English in order to get a job. There's no market for Spanish-speaking electricians.

Mike Grijalva, the meatcutter instructor, said he agrees with Matis. He also translated the materials into Spanish, but he forced the students to speak English in class. "There's no demand for Spanish-speaking meatcutters." They have to communicate in English if they work in stores."

MEATCUTTERS

"They were very smart and they caught on quick. They were anxious to learn and better themselves. I had one ready for a job in four months. Others were slower but got jobs in six months."

Even if they work behind the scenes, they need to speak English. "Farmer John hires 90 percent Spanish. But you still have to have some English to work there. You have to understand the boss when he says, "Get me two fronts!"

Grijalva gives his students two learning packets, one in Spanish and one in English. He feels they can learn the concepts faster in Spanish, then see what the terms and phrases are in English. As long as they use English in class, Grijalva feels, they'll be all right.

TUCSON SKILL CENTER
CLERICAL CLUSTER
INDIVIDUAL PROGRESS REPORT

TRAINEE_____ PROJECT_____ PERIOD_____

MONTHLY ATTENDANCE
date enrolled_____
Hours offered_____
Hours present_____
% hours present this month_____

ATTENDANCE COMMENTS
Days offered_____
Days absent_____
Times late_____

QUALITY OF Work (Accuracy)
____Needs improvement
____Average
____Makes few mistakes
____Outstanding
____Work neat

PROGRESS & EFFICIENCY
____Progress too slow
____Progress satisfactory
____Organizes work wisely
____Wastes time & energy
____Meets deadlines
____Good production

INITIATIVE (Ability to act on own)
____Needs much guidance
____Little supervision required
____Well motivated
____Needs to be pushed

JUDGEMENT (Ability to make decisions)
____Makes decisions that should be Checked with instructor
____Most decisions acceptable
____Some decisions acceptable

APPEARANCE
____Well groomed
____Appropriate for school
____Appropriate for job
____Needs improvement
____Building working wardrobe

COOPERATION
____Very agreeable
____Others enjoy working with her
____Strong influence on class morale
____Works alone
____Disruptive
____Needs to be aware of others
____Difficult to work with

Approx. ending date_____ Goal_____

TRAINEE COMMENTS:

TRAINEE SIGNATURE

Instructor signature

INSTRUCTOR COMMENTS & RECOMMENDATIONS:

CODES: 1 - Not yet begun
2 - Working on objective
3 - Production needs improvement
4 - Quality needs improvement
5 - Completed objective
6 - Does not apply

SKILLS: Typing speed:_____wpm_____errors for_____min. Shorthand speed_____

TYPING
____Knows keyboard
____Knows fundamentals (machine parts, spacing, and margins)
____Vertical and horizontal centering
____Proofreading
____Type on a form
____Block Letter
____Modified Block Letter
____2-page Letter
____Double-Spaced Letter
____Envelopes
____Tables-columns
____Stencil
____Forms (Invoices, P.O. and applications)
____Other_____

RECORDKEEPING
____Checking Accounts
____Endorsements
____Bank Reconciliation
____Petty Cash
____Read time cards
____Compute gross wages
____FICA withholding
____Social Security
____Payroll Journal
____Purchase order
____Invoice-Discount terms
____Other_____

FILING
____Alphabetic
____Correspondence
____Subject filing
____Numerical filing
____Use of supplies & equipment
____Other_____

SHORTHAND
____Theory
____Punctuation
____Transcription

OFFICE MACHINES
____10-Key adding machine
____10-Key printing calculator
____10-Key electronic calculator
____Mimeograph
____Copy machine
____Transcribing machine
____Other_____

TELEPHONE
____Use of telephone
____Use of telephone directory
____Telephone etiquette
____Appointments
____Other_____

MAIL PROCEDURES
____Incoming mail
____Outgoing mail
____Other_____

EMPLOYMENT SKILLS
____Applications
____Resumes
____Interview

BUSINESS ENGLISH
____Basic Grammar
____Sentence Structure
____Punctuation
____Capitalization
____Spelling
____Letter Writing

MEDICAL
____Medical terminology 1 2 3 4 5 6 7 8
____Abbreviations ____H-ICDA Coding
____Use of references ____Soundex filing
____Terminal digit filing
____Typing Medical forms
____Medical Transcription

SAMPLE FORM

THE BILINGUAL CONTROVERSY

Should clients be given skills training in their native language or should they be taught in English? Should they be taught in both languages?

Ernesto Urias, director of the local SER, Jobs for Progress affiliate, feels that there are minority firms where CETA clients can get jobs and will not need to speak English. "The important thing is that the person can learn the skill." Urias feels strongly that this is best accomplished by teaching in the native language.

Frank Romero doesn't agree. He is the executive director of the local prime sponsor, the Tucson-Pima County Manpower Consortium. Romero, a Mexican-American, doesn't think it is realistic to train only in Spanish. "You don't have a Chicano labor market here." People need to be able to speak English to get a job and to advance in that job. Without English, Romero says, all they can get are dead-end jobs.

The instructors at the Tucson Skills Center agree with Romero. Gene Matis trained electrical helpers and found that the students became dependent on Spanish when he translated for them and provided them with Spanish materials. Now he does less of that, and he mixes Spanish-speaking students in with other students so that they are forced to use English. "They have to be able to speak English to get a job," Matis contends. Mike Grijalva, the meatcutting instructor, also agrees. "There's no demand for Spanish-speaking meatcutters," he says. "You have to speak English to deal with the public. You have to be able to understand the meat manager, who will usually speak English, even if he is a native Spanish-speaker."

Celaya of TSC helped prepare the curricula for all of the skills area, and she taught the business and office course. She feels that the students must use English as much as possible in class because they won't be able to get jobs if they don't. But she also feels that they can learn the skills faster in Spanish. So Celaya has translated all of the business and office curriculum into Spanish. Now students can learn the concepts in Spanish, then switch to English. Celaya gave instructions in Spanish at the beginning and gradually weaned the students so that most of the instruction and discussion was in English by the end of the training. In the future, Celaya would prefer not to use Spanish materials at all. "It might be a disservice. They might have learned more English if we didn't use the Spanish materials," she said. Celaya would rely on a bilingual instructor to switch to Spanish when necessary.

Ironically, all three of these instructors are translating their materials into Spanish for the state. Arizona has been developing bilingual materials for several years through the Arizona Skills Curriculum Project of the Arizona Department of Education. The business and office materials have just been completed, and the electrician and the meatcutter materials are being translated.

Mixing the Trainees

Because the students didn't have enough English when they came to TSC, vocational instructors tried various tactics to force the students to use English in class. One was mixing them with other English-speaking trainees at the Skills Center, as a TSC staff member explained:

> At first we put them by themselves because we didn't have anywhere to put them. But all of the other trainees in the area could tell there was something different about them. We saw that they weren't mixing with the other trainees. We certainly wanted them to because if the PLESAs wanted to communicate it would have to be in English. They were staying by themselves and everywhere you went all they were doing was speaking Spanish. So we just mixed them together. It worked out fine. They intermingled a lot more. I saw a lot more communication in English.

Another tactic was to encourage the students to go to non-Spanish-speaking instructors with their questions. This also forced them to speak English.

> *"We put the LESAs by themselves at first. That was a problem. They weren't mixing. They kept speaking Spanish."*

The biggest problem that faced the instructors was that the students could not communicate very well in English. "We could teach them how to type. We could teach them how to file. We could teach them how to use the telephone, mail handling procedures. But they could not communicate," said Celaya. "What they needed was more training in English before they even got into the skills program. Six months of ESL was not enough."

Getting a Job

Tucson programs have a good record in placing clients. Urias of SER said that approximately 97 percent of the clients enrolled in the Title I ESL program are placed on jobs in relevant occupations. Seventy-seven percent of the LESA clients were placed, and that is a high rate compared with other PLESA projects around the country.

Part of the reason for this success is the job development process which started as soon as a candidate enrolled in the program. During the intake interview the trainee was asked to choose three potential jobs, for example, draftsman, welder, and miner. The trainee would meet with the job developer to discuss these choices. Because the job developer knows the labor market and what employers are looking for, he might talk the trainee out of one or more of those choices. For example, the demand for welders had dropped drastically, but there was an increasing demand for miners.

After selecting a job preference area, an individual program is developed for the trainee. Depending on his or her needs, the trainee might get job only, skills training only, or both.

During the course of the training, the job developer, counselor, and instructors meet periodically to review the progress of the trainees and to make revisions in programs, if necessary. An example resulting from these consultations was mentioned earlier, about a woman who was switched from typing to cashiering.

Also, during the training, the counselor spent an hour-and-a-half each week with the group to offer practice in employment interviews and learning how to apply for a job. Different exercises were used to teach acceptable behavior. One was a puzzle exercise that a group would work on silently. Initiative, cooperation, and other traits were identified and discussed after the puzzle was completed:

> You give people a minimum of instructions and ask them not to talk but to work as a group and to put the puzzles together. Then you critique it as if it were a job setting. People who would get up and move, well, that's what they would do on a job. If the work doesn't come to them they're going to go get it. For other people, if they can't get to it, they'll let others do it.

One of the most valuable training devices was a videotape of a mock interview. "The videotape is a very helpful piece of equipment," said Denogean, a counselor. The trainees get to see how they appear to someone else, their nervous habits, their speech habits, their mannerisms. "They will see it, and maybe they won't like it. So they change it."

Another useful device is a screening interview used before training starts. This is done for all trainees who want to work in banks.

> We have the banks screen them before they go into the skills training as potential employees--would this person be an acceptable employee? They have very solid reasons as to why they wouldn't.

As the trainee nears the end of the training course, the SER job developer will begin to spend more time with him or her. Luis Hoya, a job developer at SER explained his role. "You have to be positive. You have to understand the clients and the employers." Hoya acts like a matchmaker, bring clients and employers together.

He's in constant contact with both, and often the employers, not just the clients, come to him. Sears Roebuck and the telephone company, for example, call whenever they have openings. Hoya said it takes two to three days to place someone, but clients with no English take longer, about two weeks.

Follow-up was handled by SER. The employers were called to see if there were any problems, and if so, the job developer and counselor would step in. In some cases, it meant finding a new job, in other cases, it merely meant clearing up a misunderstanding.

The good will of the employers is important, and SER takes pains to keep that good will. It means that employers come to SER when they have openings. "They see what we do as a service for them," said George Yubeta, the SER job development supervisor.

Results

Tucson was very successful in training the participants and in placing them in jobs. It probably would have been more successful if there had been more time available to teach English. Some of the students, even after six months of ESL, could not communicate well enough to hold a job. "Training was not a problem," said Celaya, referring to the skills training at TSC. "They were of average intelligence and trainable. But they were not necessarily employable. They could not communicate."

RESULTS	
194	*Participants*
194	*Terminations*
150	*Placements*
.773	*Placement Rage*
$1,722	*Cost per placement*

Most of the project staff agreed that more time is needed, particularly for people who have language, skill, and remedial deficiencies. The need is there, said Urias:

> There were many PLESAs--monolinguals with low functional education. They need ESL and remedial education. We need to take these low-level people and bring them to a functional level so that they can enter skills training.

But that could take two years. It can't be done in six months.

Next year Urias hopes to have a two-year program. There will be three ESL classes. Beginners will get remedial education in Spanish and Spanish literacy instruction. Intermediates will get basic ESL, emphasizing employment-related English. Advanced students will get ESL designed to bring them to a functioning level so that they can enter the Skills Center or on-the-job training.

STUDENT PROFILES

VIRGINIA URIAS knew very little English when she enrolled in the LESA program. Now she feels she can speak, read, and write well. More important, she is working in an office as a general clerk and she is very happy. She speaks highly of the program, particularly the teacher, the bilingual materials, and the way she was taught. "The manpower programs are very good," she said. "It gave me the opportunity to do the kind of work I had always wanted to do."

****

ROGELIO MONTELONGO heard about the program through SER. He enrolled in the electrician helper course and did so well that the instructor offered him a job as his assistant. The most important feature of the program to Montelongo was that it was bilingual. "At the beginning," he said, "it was very important that the teacher spoke Spanish." If he hadn't, Rogelio said that he wouldn't have understood anything. He still has trouble with English, and he knows he needs to read more and practice speaking more. "The main problem is communicating," he explained, "being able to communicate like an American."

****

KURASHI MUFASHIR recently came to Tucson from Pakistan. His brother sponsored him and also found out about the LESA program. Kurashi was enrolled. He couldn't speak a work of English. They put him in ESL for a month and then transferred him to the Skills Center where he enrolled in the health occupations program. Kurashi speaks highly of the program. "I got a lot of help," he said. At times he couldn't understand the instructor, and of course, the instructor couldn't speak Pakistani, but they got by. "The teacher was very good at explaining things by action," he said. As a result, Kurashi never felt left out.

The staff noted his motivation, too, and tried hard to help. It worked. Kurashi now has a job at a local hospital as a nurse's aide--and, he is teaching his wife to speak English!

The prime sponsor has tried to incorporate what was learned in other CETA projects, in Title I and Title VI, in particular. But the LESA program itself was not continued. It was just too expensive given the other demands for training. Now, LESAs are incorporated in other programs at SER, where they get ESL and ABE instruction, and at TSC, where they get vocational instruction.

Since some of the trainees had not finished their coursework when the grant ran out, the prime sponsor allocated an additional $50,000 to close out the project. Thus, everyone who began training was able to complete it.

That $50,000 plus the $75,000 provided by the Department of Vocaticnal Education brought the total cost of the project to $383,228 and the cost per placement to $2,555. That is still a respectable cost for the results achieved.

IF IT WAS SO SUCCESSFUL, WHY WASN'T IT CONTINUED?

A PLESA project is expensive. Everyone associated with this project agreed that it had been successful and deserved to be continued. "The cost per man year is too high for LESA," says Frank Romero. That is the major problem. The prime sponsor can place two, three, or even 10 clients for what it would cost to train adequately and place one hard core PLESA.

But doesn't the local prime sponsor have the flexibility to set its own objectives and undertake that commitment? "The Department of Labor talks out of both sides of its mouth," says Romero. "They say you are free to set your own prerogatives. Then they evaluate you on the cost per placement and the number of placements." In addition, Romero says, more money and time is needed to train people who have no language, no skills, and have remedial deficiencies. "Eighteen to 30 months is needed," he says, "and the Administration has ignored the problem." The only way to deal with this problem, he says, is to earmark a portion of the Title I money for PLESA.

The following reports were prepared by University Research Corporation as part of its study of the Program for Persons of Limited English-Speaking Ability. These reports may be ordered from:

National Technical Information Service
5285 Port Royal Road
Springfield, Virginia 22151

Program for Persons of Limited English-Speaking Ability: Summary of Projects Funded
Principal Authors: Jack Reynolds, Marta Kelsey

Case Studies

No. 1. Tucson, Arizona: ESL and Bilingual Vocational Training
by Jack Reynolds with Gladys Garcia

No. 2. New York City: Bilingual Office Skills Training
By Kamer Davis with Willie Vazquez

No. 3. Bergen County, New Jersey: On-the-job Training and ESL
By Kamer Davis , Inese Balodis with Willie Vazquez

No. 4. Laredo, Texas: Bilingual Training for Electricians and Import-Export Clerks
by Jack Reynolds

No. 5. Los Angeles, California: Training Chinese Cooks
by TinMyaingThein, Jack Reynolds

No. 6. Pennsylvania: Building a Vocational ESL Library
by Kamer Davis, Inese Balodis

No. 7. Honolulu, Hawaii: Developing Bilingual Vocational Curricula
by Jack Reynolds, TinMyaingThein

No. 8. Orange County, California: MESL and ESL--A Study in Contrasts
by TinMyaingThein with Gladys Garcia

No. 9. Philadelphia, Pennsylvania: Community Support
by Kamer Davis, Inese Balodis

No. 10. San Francisco, California: Services for Asian Immigrants and Refugees
by Jack Reynolds

The PLESA Experience: Training and Employment Services for Persons of Limited English-Speaking Ability
by Jack Reynolds, Kamer Davis, Marta Kelsey
With An Annotated Bibliography of ESL Materials for PLESAs

PLESA

Program for Persons
of Limited
English-Speaking Ability

Case Study No. 2

Bilingual Office Skills Training

by
Kamer Davis
with
Willie Vazquez

Prepared for
U.S. Department of Labor
Employment and Training Administration
Office of Policy, Evaluation, and Research

by
University Research Corporation
Washington, D.C.
1978

NEW YORK CITY
NEW YORK

ABSTRACT

The two projects funded through the New York City Department of Employment both provided bilingual, office personnel training. The National Puerto Rican Forum (NPRF) provided English and bilingual secretarial skills training to 60 Puerto Rican and South American women. The Hunts Point Multi-Service Center provided bilingual secretarial skills and basic accounting training, plus General Educational Development (GED) Test review, to 100 mostly Puerto Rican men and women.

The approaches the two projects took were quite different. The Forum was experienced in training delivery and provided all instruction in-house. Hunts Point did not have a skills center, and subcontracted vocational training to the Collegiate Institute. The Forum was in Manhattan, recruited city-wide, and screened applicants rigorously. The Hunts Point program was community-based in the South Bronx, and the major criterion for program entry was a serious desire to break free of the endless circle of unemployment, poverty, frustration, and failure.

The Forum program, in particular, had a very high placement (79 percent) and retention rate. The Hunts Point program, though hampered by subcontractor and job development problems, was nonetheless able to place 40 percent of their clients in jobs or further training.

Both projects illustrate the difference that a dedicated project director can make to project success. Staff and clients alike spoke of the inspiration provided by the two directors. Interestingly, a similar suggestion for improvement emerged from both directors: that full-time, bilingual counseling be an integral part of any LESA project.

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U.S. Department of Labor Employment and Training Administration Office of Policy, Evaluation, and Research--Office of Research and Development, 601 D Street, N.W., Washington, D.C. 20213	Ten Case Studies
	14.

15. Supplementary Notes

None.

16. Abstracts Through the Program for Persons of Limited English-Speaking Ability (PLESA), 47 prime sponsors provided training and employment assistance to more than 6,000 persons of limited English-speaking ability.

These case studies are part of the Department of Labor's continuing effort to meet its responsibilities to conduct studies and disseminate information about such programs, developed under the Comprehensive Employment and Training Act (CETA).

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17. Key Words and Document Analysis. 17a. Descriptors

Counseling-vocational interests
Education
Ethnic groups
Manpower
Recruitment
Unskilled workers

17b. Identifiers Open-Ended Terms

ESL - English as a second language
PLESA - Persons of limited English-speaking ability

17c. COSATI Field/Group Linguistics

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TELEPHONE: (212) 433-3679
GRANT NUMBER: 36-6010-37
GRANT PERIOD: 7/1/76 to 9/30/77; revision 12/1/77 to 3/31/78
GRANT AMOUNT: $218,508
PROJECT NAME: Title III Grant Program for Persons of Limited English-Speaking Ability

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Hunts Point Multi-Service Center
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Samuel Lopez, Project Dir. Hunts Point
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(212) 993-3000 (Hunts Point)
SUBCONTRACTORS: National Puerto Rican Forum
Hunts Point Multi-Service Center

BRIEF PROJECT DESCRIPTION: The National Puerto Rican Forum provided language training and bilingual secretarial training for 60 Hispanic women. The Hunts Point Center provided training for 100 mostly Puerto Rican participants in clerical and secretarial skills, basic accounting, and GED review.

INITIAL TARGET GROUP: One hundred-sixty Hispanics with limited English-speaking ability.

PROJECT OBJECTIVES: At the completion of the Forum program, all participants were expected to find bilingual secretarial positions. At Hunts Point, all participants were expected to pass the GED examination. In addition, 75 percent would be placed in entry level clerk-typist or bookkeeping jobs or in further training.

CLIENT RECRUITMENT AND SELECTION CRITERIA: The Forum used the Spanish press and radio television spots and community organization referrals. Initial screening was done by program staff using literacy, language competency, and skills measurement tests. Criteria for selection included ability to read in English at the sixth grade level and some secretarial skills. The Hunts Point Center used door-to-door recruitment and radio announcements. Screening was done in oral interviews by the director. Criteria for selection included unemployment, or underemployment, bilingual capability, lack of a high school diploma, and a sixth to seventh grade level of language and mathematical ability.

CLIENT ASSESSMENT: For both programs, ongoing participant assessment was conducted informally by the staff.

CLIENT COUNSELING: Neither program had a counselor. Counseling was done by teachers, the job developer, and the project directors.

ENGLISH LANGUAGE INSTRUCTION: At the Forum, business English was taught approximately one hour a day, five days a week, for 22 weeks. At the Hunts Point Center, English and GED preparation averaged two hours a day, one day a week, for 22 weeks.

OCCUPATIONAL SKILLS TRAINING: Both programs had bilingual teachers and the secretarial instruction was provided both in English and Spanish.

JOB DEVELOPMENT AND JOB PLACEMENT: The Forum's program staff provided these services. The Hunts Point program hired professional job developers.

FOLLOW-UP PROGRAM: New York City's Department of Employment provided follow-up on a sample of participants.

SUPPORTIVE SERVICES: Participants received allowances from CETA Title I funds. Some child care and medical services were provided to Hunts Point participants through the Center.

ORGANIZATION: Administration of the projects was handled by the New York City Department of Employment, CETA operations. Each program had a project director responsible for training and some services, and both operated largely autonomously. Hunts Point subcontracted vocational training to Collegiate Institute.

STAFFING: The combined staff of both projects was the equivalent of a full-time staff of 12.

BUDGET:

	Planned	Actual	Percent of Plan
Administration	$ 79,024	$ 78,279	99
Training	114,256	99,726	87
Services	23,124	21,674	94
Total	$216,404	$199,679	92

CLIENT PROFILE: National Puerto Rican Forum participants numbered 60, in two cycles of 30 each. Hunts Point participants numbered 100, in two cycles of 50 each. All were between 18 and 30 years of age; 50 percent were male; 98 percent were of Puerto Rican background.

OUTCOMES:

	Planned	Actual	Percent of Plan
Total Clients	160	160	100
Total Terminations	133	92	68
Total Placements	60	75	125
Placement Rate	375	.486	130
Cost per Placement	$3,606	$2,662	74

PROGRESS OR PROBLEMS: The projects started late due to an eight month delay in funding approval by the New York City Board of Estimates. Hunts Point was plagued by subcontractor and job development problems throughout.

CONTINUATION: The Forum Program was continued under Title I funding until July 1978.

NOTEWORTHY FEATURES: Bilingual training at the Forum, student morale-building at Hunts Point.

REPLICATION ISSUES: Both programs are easily replicable.

DOCUMENTATION AVAILABLE: Plans, reports, curricula.

Project Planning: Meeting the Need

"New York is so large and its problems are so complex, it's like a country itself. There's no way we can meet all the needs of all the significant segments of the population. We have to choose. In this case programs like Greek-language, refrigerator repair were not considered appropriate. The jobs just aren't available."

John Black, CETA planner

Close to two million of New York City's nine million have no or limited English-speaking ability. As planner John Black pointed out, New York's problem when Title III funding was announced was not so much to determine a population in need of training as to choose among them. Of the proposals presented in response to the PLESA grant, 12 were chosen for submission to the U.S. Department of Labor. Of these, two were funded. Both addressed the needs of the city's largest limited English-speaking minority.

The Target Groups: Puerto Rican and Other Hispanics

Although the final funding decision was made at the federal level, it reflected a major priority for the New York Department of Employment at the time--jobs for the huge (over 1.7 million) group of Puerto Ricans and other Latins in the city. For these people, the language barrier compounds an employment problem that has plagued the city as a whole in the last few years. There are simply too few jobs. New York's Puerto Rican population, in particular, is poorly educated, unskilled, and poor. Without training, their chances of finding employment are very slim indeed.

The Project's Goals: Bilingual Office Jobs

There are, of course, few more frustrating things than being trained for a job that doesn't exist or that you can't get. In studying employment service job listings and talking with employers, planners at both the National Puerto Rican Forum and the Hunts Point Multi-Service Center discovered one area where jobs do exist, and, moreover, jobs for which Latin migrants and immigrants would be uniquely qualified. New York's international business community has a continuing need for bilingual office staff--secretaries, clerk-typists, and accounting personnel. This need is shared by public sector agencies working in Spanish-speaking areas. To meet these needs, both proposed bilingual office worker training. Hunts Point proposed 22 weeks of bilingual secretarial and junior accountant training, plus GED preparation, but was compelled to revise its expectations downward to clerk-typist and bookkeeping/accounting clerk training as the course unfolded.

Two Different Organizations: Two Different Approaches

The National Puerto Rican Forum and the Hunts Point Multi-Service

Center are very different entities, and they serve New York's Latin population in very different ways. The Forum has been in existence for over 20 years, and has worked throughout to further the national image of Puerto Ricans in this country.

> *Our contacts with New York's business community are excellent. We are interested in upward mobility and financial success for our people. The employers we refer people to call us for more.*
>
> *Al Weiner, Associate Director, NPRF*

The Forum also has a strong record in English as a Second Language (ESL) education. They developed the Basic Occupational Language Training (BOLT) test, used widely nationwide to assess lower-level English competency, and the Forum has run a number of successful projects. In planning this project, they had a reservoir of experience to draw on, and a fairly good sense of what the organization could realistically accomplish within the Title III dollar and time constraints. Equally important, they had solid contacts with employers throughout the New York area. Knowing that they could find good jobs for the PLESA participants, they set out to find the kind of participants who would be well-suited to the jobs.

The Hunts Point Multi-Service Center is a very different kind of place. It is a community organization, serving the South Bronx, an area of extreme poverty where the unemployment rate runs as high as 85 percent. At the time of the PLESA funding, Hunts Point did not have a track record in English, GED, or vocational education. Their strength lay in their understanding of and ties to the population they sought to serve. It is questionable whether any outside organization could cut through the suspicion, paranoia, and sense of defeat that permeates the South Bronx. The Hunts Point Center, locally based and locally run, has been able to, and the services it offers have made it a beacon for the area.

When Hunts Point planned the PLESA project, one thing was certain; they knew how to deal with their people. What was not so certain was their ability to meet the project training objectives (training of bilingual accountants and secretaries) within the PLESA constraints. It takes either participants with some skills already in place or a great deal of time to train an accountant or a bilingual secretary. For the Hunts Point group of high school dropouts, the initial objectives soon began to appear unrealistic.

> *"It's hard for outsiders to imagine what it's like here. Everybody's poor. Everybody's out of work. Hardly anybody sees any chance of things changing for them--at least not at this time."*
>
> *Sam Lopez, Director, Hunts Point*

Another planning issue concerned the actual method of training delivery. Hunts Point decided to subcontract the work to the Collegiate Institute, a facility in lower Manhattan. The decision was made primarily on the basis of cost: Collegiate was cheap. The question would be, were they any good? And if not, what could the project director do about it?

Project Direction, Management, and Operation

Direction and management are not necessarily the same thing. Direction--the ability to inspire and lead staff and participants--was apparent in both projects. Management--the ability to ensure efficient means to project ends--was not. Interestingly, however, management problems at Hunts Point, as well as a number of other problems, were overcome by the project staff's strong sense of direction.

SAM LOPEZ, Director of the Hunts Point project, is a young man with lots of desire and commitment, both of which were tested many times during this project. His background is in counseling (he holds a master's degree), and this skill was probably one of his greatest assets as director. He was working with hard core unemployables under very difficult conditions in one of the toughest poverty areas in the United States and yet he, and they, succeeded.

When students refused to go to class because of conditions at Collegiate, he rallied their pride and commitment to continue, pointing out that the obstacles placed in their way were certainly not insurmountable. He counseled individuals in group sessions. He spoke of a chance to grow and become self-sufficient and he worked doubly hard himself to show his own commitment to their accomplishments. According to one student, his hard work gave the group the energy not only to continue but to make the project stronger.

CETA staff people downtown concurred. The project officer said that Samuel López "did one hell of a job." The project's 22 GED degrees and placement are, by all accounts, more a tribute to the director and students than to anyone else involved in the project.

JOSEFINA PEREZ, director of the Forum's bilingual secretarial program, is a dynamic, middle-aged, Puerto Rican woman with extensive experience in job development and project management. Her dedication to her work is apparent. She is proud of her staff and the students and does not hesitate to say so.

Ms. Perez was involved in PLESA project planning from the start. She was thus able personally to select her staff. Because the staff was small, she became involved in every aspect of project operation, from participant selection and assessment to counseling, job development, and post-placement follow-up. She even stepped in to teach typing when the teacher became ill. According to the staff, she did all her jobs well and was an inspiration to students and staff alike.

Project Management

From the start the Hunts Point project had management problems. With one small single-year grant to an organization with an operating budget of close to $5 million a year, this project tended to fall between the cracks.

The project director was hired during the brief period between the Board of Estimate's approval of funds (eight months after DOL's action) and project start-up. He had two weeks to recruit and screen 50 people, order his GED textbooks, and start in. His problems had only begun.

Because the center lacked a vocational training capability, it decided to contract out the actual skills training, and accepted Collegiate Institute's low-bid. A voucher-based payment agreement and an unrealistic proposal of instructional objectives paved the way for later subcontractor problems.

Because dollars were still being held up at the City's Board of Estimates, Collegiate was refusing to front money for books. Once classes started, students complained about everything from teacher competency to small, stuffy classrooms. The job developer quit. The new one refused to develop jobs for the slower or less verbal students. The project was understaffed throughout. The students had cultural, family, emotional, job/career and instructional problems--and there was no one to counsel them. On top of all this, the project was in its first year, and the director had never run such a project before. Given this internal environment, and in the external environment of one of the worst poverty areas in the country, the project's accomplishments are amazing.

The Puerto Rican Forum, on the other hand, had already run courses in both ESL and vocational education. This training organization is seasoned and management

oriented. Although the Forum, too, was plagued by dollar hold-up and understaffing, their one-year objectives were more realistic, and planning for success in meeting them was present from the start. Experience counts.

The Prime Sponsor's Role

The New York CETA agency's role in project management is surprisingly small. Each project officer oversees a number of programs. One of his or her major functions is to keep project accounting and other paperwork straight. There is not much time left for ensuring accountability. The so-called CETA services, like training, are contracted out. For these projects the prime sponsor monitored paper compliance, stopped by every two or three months to see how things were going, provided some technical assistance in completing forms, and made the refunding decision. On a day-to-day basis, the projects were on their own.

Clients and Services

At first glance, the client populations served by the two projects would appear similar. Each was primarily Latin, limited in English ability but not monolingual, and had an interest in office work. But there the similarities end. The Puerto Rican Forum group was older, exclusively female, only 50 percent Puerto Rican, and had a high-native-country education level. The Hunts Point group was 50 percent female, with participants ranging in age from 18 to 30. Such statistics, however, cannot tell the full story. To better understand the differences between the two groups, it is necessary to look at the procedures by which clients were selected.

Selection of Clients

To recruit students, the Puerto Rican Forum conducted a radio and newspaper campaign citywide. Applicants were then screened, using the Supplement C Review of Fundamentals of English, a Spanish literacy test, and an oral interview. Those who achieved 7th grade reading level on the initial tests went on to a three- to five-day final assessment to further check interest, ability to handle intensive classwork, and physical fitness.

The major selection criterion was potential for success in private sector employment, based on prior skills, some competence in English, a seventh grade literacy level, and expressed desire to complete the program.

For the Hunts Point people, the situation was a little different. The Center is intimately linked into the lives of its South Bronx constituency. News of the project traveled fast, and there were over 300 applicants for the 50 initial slots within a week of announcement. The demographics were clear: these people were young, Puerto Rican, poor, unskilled, and hungry for change. They were bilingual, for the most part,

but their reading and writing skills in both languages were low. Also, many of them were "program-wise." There were program-shoppers and stipend-gatherers among the applicants, and it was these people in particular that the director hoped to screen out.

Some testing was done. A test of verbal and computational competence was used, with a sixth to seventh grade level desired. Lower scores, however, would not necessarily exclude a participant from the program. Oral interviews were the key to the selection process, and if an applicant indicated a strong desire to overcome a low score with extra effort, special consideration was given.

> *WHAT ARE THE PRIORITIES IN CLIENT ASSESSMENT?*
>
> *Potential for success can be assessed in terms of current skills and prior training, or in less quantifiable ways such as desire to learn and willingness to accept personal responsibility. The New York projects showed that a stress toward either measurement standard will work, depending on the organization involved and the project goals.*

The newly hired director spoke at length to each applicant. The major criterion was desire to succeed. The result was a group of students with generally lower skills than the Forum group, but with a high degree of personal motivation.

Counseling: Not Budgeted, But Essential for Success

Neither program had even a part-time counselor budgeted, and directors and staff alike felt this to be a serious lack. Daisy Torres, business education instructor for the NPRF, pointed out how difficult it is to be both an impartial instructor and a concerned listener to problems. The project directors, in constantly taking time to counsel, were taking time from other project tasks. But both felt strongly enough concerning the importance of counseling that they gave it a top priority in their working day.

Why is counseling so important? NPRF project director Josefina Perez pointed out the overwhelming number of cultural and survival problems besetting non-native-speakers in this country. Students came to her with career questions, family problems, immigration difficulties, emotional difficulties--"everything you can imagine."

For Sam López at Hunts Point, there was also a need to maintain morale. Problems during project start-up made many of the participants angry or depressed. Their hope for a new life, not particularly solid to begin with, was challenged by any indication at all that this might be just another no-payoff South Bronx poverty project. According to the participants we spoke to, it was Sam López' dedication and belief in his students that helped them overcome such defeatist attitudes. The students, in other words, were lucky that in Sam López they found not only a director, but a trained counselor as well.

Is there a lesson to be learned from this? Yes, say the directors: have a counselor on board, someone who can speak the students' language, understand their problems, help with whatever comes up. For LESA students, counseling is not a "fringe benefit" for a well-run program. It's an essential part of it.

Supportive Services

Participant stipends were provided through Title I funds, but the full range of CETA services--day care, transportation, etc.--were not funded through this program. Hunts Point did provide a number of services through other programs, including a medical clinic and emergency day care. As indicated previously, NPRF provided a medical exam. Staff of both projects suggested that day care is an especially valuable adjunct to any program. For the Hunts Point group that had to travel three days a week to midtown Manhattan, transportation allowances or buses would also have been of aid.

English Language Instruction

The National Puerto Rican Forum: Business and Conversational English

English classes, though a part of both programs, were not the major focus of either. The Forum did provide an advanced and business English course, together with world-of-work units, two hours a day throughout each 22-week project cycle. With Gregg's Business English as a basic text, the course concentrated on grammar, conversation, spelling, vocabulary, and job-getting techniques.

Several problems presented themselves as the course progressed. First, some of the students were not ready for a truly advanced business program. This was especially true for the South Americans, whose oral skills were not yet developed. Lack of oral ability influenced not only the ability to keep up in the English class but ability to understand dictation in the shorthand course. One instructor suggested that an intensive ESL refresher course, with heavy concentration on conversational skills, could be helpful as a precursor to the actual business program, since clients' oral skills lagged behind their reading comprehension.

A second problem concerned class size. There were 30 students in the class, and the instructor recommended two 15-person sections as a better approach, in order to allow fuller participation in conversations.

Third, was the time frame. It is possible in 22 weeks to turn limited English speakers with rusty secretarial skills into bilingual clerk-typists. The program did it. But staff point out that if you plan to train true bilingual secretaries with polished language, stenographic, typing, and office practice skills, more time is required... probably a full year.

Hunts Point: GED English and Social Studies

English instruction at Hunts Point was even less sharply focused than the Forum's combination of conversation and business English. It was part of the two-days-a-week GED preparation offered at the Center, and was combined with instruction in social studies.

Assessment was provided through use of the California Achievement Test and through informal monthly reports by the instructor. The texts used were the Cambridge and ARCO GED review texts, and the Mentor 21 Great Stories collection.

When asked if the limited amount of English training could be seen as a problem, the director agreed that it could, but pointed out that the majority of New York's Puerto Rican young adults are already bilingual to some extent, rather than heavily Spanish-dominant. Their need, therefore, would be for "upgrade English" rather than pure ESL.

Occupational Skills Training

Experience counts. Daisy Torres, shorthand and offices practice instructor for the Puerto Rican Forum, is bilingual herself, with years of experience in her field. Her method of instruction is clear: discipline and commitment to excellence are, simply, course requirements. After all, wouldn't the students face such challenges daily in the business world? She drove her PLESA students hard, and she got results. She also drove herself hard, adding two hours of counseling to an already heavy daily teaching load.

Daisy Torres is the only one of the Title III teaching staff still at the Forum. The others had to leave when the funding was interrupted. However, the director has praised the other staff for being equally dedicated. Certainly placement and retention records validate the presumption that the Forum did an excellent job.

"I work them hard, but I work harder. When they leave my class they know their stuff. I don't mind working the long hours. I'm doing it for my people."

Daisy Torres, Teacher, PRF

"It was like Sam (López) told us, we had to do it for ourselves or we weren't going to be able to do it at all. We had to double up on typewriters because out of 25, only six or eight worked. We helped each other learn the math. It wasn't easy... but it was worth it."

Hunts Point Participant

Hunts Point subcontracted all of its skills training to the Collegiate Institute. Three days a week the participants traveled to West 26th Street in Manhattan, a subway ride of over an hour, to receive instruction in bookkeeping, stenography, typing, and office procedures. In addition, math, social sciences, science and English GED review were offered two days a week at the Center itself.

From the start, the Collegiate Institute subcontract presented problems. In addition to the extensive travel time, the project was plagued by problems regarding:

Space--The Institute was not prepared to deal with 50 students at a time. Often, all 50 were taught at once in small, hot, airless rooms. Due to the uncomfortable conditions, student unrest began to develop.

Instructors--Although bilingual instruction was stressed in the proposal, in practice several of the instructors were either monolingual or bilingual in a language other than Spanish. One, for example, was from Africa and spoke English with a thick, French accent.

Books--Collegiate Institute had agreed to supply books for the students. However, the New York Board of Estimate's delay in releasing funds and a general shortness of money caused Collegiate to fail to follow through on their agreement until their first check arrived. As a result, students were without books for the first two months.

Course Objectives--It became obvious early on that the proposed course objectives were unrealistically high for this client population. However, Collegiate was not willing to develop an entire new curriculum for an already underfunded project. Students helped resolve the problems by banding together to help each other.

A KEY QUESTION: SET UP A NEW PROGRAM OR CONTRACT WORK OUT?

Setting up a new skills training program for a one year grant may not seem like a cost-effective approach, particularly if extensive purchase of equipment is required. However, the disadvantages of in-house training must be weighed carefully against the problems of control and commitment inherent in most subcontracting agreements. In retrospect, Sal Lopez wishes they had set up skills training classes at the South Bronx Center.

A factor in many of the problems mentioned above was an up-front under-estimation of the cost of delivering a quality program. Collegiate Institute operates with a very small cushion anyway. Underbudgeting (Collegiate's bid on the job was about half that of the next low bidder) plus funding delays must be seen as an underlying cause of many project difficulties.

PUERTO RICAN FORUM

SKILLS TRAINING CURRICULUM

COURSE	*LENGTH*
Spanish steno	*2 days/wk - 1½ hrs/day*
English steno	*3 days/wk - 1½ hrs/day*
Business English	*5 days/wk - 2 hrs/day*
Spanish typing	*2 days/wk - 1½ hrs/day*
English typing	*3 days/wk - 1½ hrs/day*
TOTAL	*22 weeks 6 hours/day*

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HUNTS POINT

SKILLS TRAINING CURRICULUM

Bookkeeping and math	*3 days/wk - 2 hrs/day*
Secretarial work	*3 days/wk - 1 hr/day*
Typing	*3 days/wk - 1 hr/day*
Office procedures	*3 days/wk - 2 hrs/day*

Job Development and Placement

The Puerto Rican Forum had an experienced and well-informed job developer working on this and other Forum projects. The project director and instructors also worked to develop job opportunities. The organization's relationships with private sector employers were generally excellent, and their contacts included banking, manufacturing, and import/export industries. All these factors were involved in the Forum's high placement and retention record. Of 60 participants, 47 were successfully placed in unsubsidized employment. Six failed to complete the course, and 7 went on to further training or school.

The Hunts Point Center had some of its biggest problems in the area of job development. The first job developer resigned midway through the project. The second one was not successful in matching jobs to abilities. He would sometimes send students to

interviews with an unrealistic picture of the job requirements. He also tended to provide employers with overly glowing reports of the applicants' competence. Students we interviewed said that he would become discouraged when they failed to measure up to his sales pitch. The participants' impressions were confirmed by the New York Department of Employment's project officer.

Despite these difficulties, the Center did place 15 of their 100 trainees in private sector jobs, mostly in local supermarkets, banks, and manufacturing firms. An additional 13 trainees were placed in community jobs through projects connected with the Center. Twelve went on to further training.

Was It Worth It?

Two projects--two very different modes of doing. Were they successful? The Puerto Rican Forum, by all accounts, did a very creditable job. People were trained, placed, and even promoted in the field they were trained for. Employers contacted by the Department of Employment expressed satisfaction with the quality of the workers.

The Forum was refunded under Title I, and despite budget cutbacks and a temporary halt when initial funding ran out, provided training through July 1978. Now, however, continuation is again in question. The staff seem confused and a little demoralized. The teachers are beginning to question whether they really do enjoy the long hours and low pay. On balance, they seem to be saying, "Yes--it was worth it. But if we had it to do over again, we'd make some changes."

What are the changes? A full-time counselor, for one. More secretarial help. An ESL brush-up course. More, and more modern office equipment. And most important, more money to do it all with.

The Hunts Point track record, on the face of it, was much less impressive-- less than 50 percent placed; subcontractor problems throughout; inexperience compounded by some staffing difficulties. However, the director and several former students feel that, overall, it was very successful indeed.

Unlike the Forum, which searched citywide to find the population that it was best prepared to train, the Hunts Point project looked in its own backyard to find one of the most high-need groups in the country: unemployed Puerto Rican, high-school dropouts with poor English skills, living in the South Bronx. The Center, in short, recruited hard-core unemployables. It trained them...and it got 22 of them their GED, and 20 of them jobs. To do this in the South Bronx, where unemployment among young people is as high as 85%, is laudable in itself. To do it from scratch, with no previous experience to draw on, new problems coming up every day, and little help from either Center management or the prime sponsor, is downright amazing.

Hunts Point was not refunded, and that, according to one student was "a shame." It was certainly evidence of the prime sponsor's recognition of subcontractor and job development problems. The shame, if any, is that through failure to refund, whatever Hunts Point learned from the experience was nullified. The director has a number of ideas concerning what to do better next time. Most of them boil down to "better preplanning." In fact, he suggests that start-up time be budgeted into a new project to allow the right decisions to be made without the pressure of immediate deadlines. He also wishes he had been involved in the original subcontract agreement. Were the project to start up again he would at least consider doing all training in-house.

López pointed out that a small one-year project within a large agency in a huge city can easily fall through "the cracks." Despite all the problems they faced, and with little or no support, the Hunts Point staff and students continued and produced. Was the project successful? What can be finally said is that it affected the lives of 100 students and one director, and gave a little hope in a place that needs hope most.

The following reports were prepared by University Research Corporation as part of its study of the Program for Persons of Limited English-Speaking Ability. These reports may be ordered from:

National Technical Information Service
5285 Port Royal Road
Springfield, Virginia 22151

Program for Persons of Limited English-Speaking Ability: Summary of Projects Funded
Principal Authors: Jack Reynolds, Marta Kelsey

Case Studies

No. 1. Tucson, Arizona: ESL and Bilingual Vocational Training
by Jack Reynolds with Gladys Garcia

No. 2. New York City: Bilingual Office Skills Training
By Kamer Davis with Willie Vazquez

No. 3. Bergen County, New Jersey: On-the-job Training and ESL
By Kamer Davis , Inese Balodis with Willie Vazquez

No. 4. Laredo, Texas: Bilingual Training for Electricians and Import-Export Clerks
by Jack Reynolds

No. 5. Los Angeles, California: Training Chinese Cooks
by TinMyaingThein, Jack Reynolds

No. 6. Pennsylvania: Building a Vocational ESL Library
by Kamer Davis, Inese Balodis

No. 7. Honolulu, Hawaii: Developing Bilingual Vocational Curricula
by Jack Reynolds, TinMyaingThein

No. 8. Orange County, California: MESL and ESL--A Study in Contrasts
by TinMyaingThein with Gladys Garcia

No. 9. Philadelphia, Pennsylvania: Community Support
by Kamer Davis, Inese Balodis

No. 10. San Francisco, California: Services for Asian Immigrants and Refugees
by Jack Reynolds

The PLESA Experience: Training and Employment Services for Persons of Limited English-Speaking Ability
by Jack Reynolds, Kamer Davis, Marta Kelsey
With An Annotated Bibliography of ESL Materials for PLESAs

PLESA

Program for Persons
of Limited
English-Speaking Ability

Case Study No. 3

On-the-Job Training and ESL

by
Kamer Davis
Inese Balodis
with
Willie Vazquez

Prepared for
U.S. Department of Labor
Employment and Training Administration
Office of Policy, Evaluation, and Research

by
University Research Corporation
Washington, D.C.
1978

BERGEN COUNTY
NEW JERSEY

ABSTRACT

The Se Puede program run by Bergen County Community Action Program provided bilingual, on-the-job training in factory skills to 98 Hispanics, with two to four hours a week of concurrent ESL. The objective was to place 47 of the initial 55 person target group in unsubsidized employment after approximately six months of training. In fact, 110 people entered the training, 60 completed it, and 40 were placed.

The OJT component was a cost-effective and innovative approach to bilingual vocational instruction. Termination and placement problems were attributed more to client over qualification for factory work than to the instructional design itself. The ESL instruction, however, was plagued with problems. Employers proved unwilling to release employee time or classroom space for the training. Even more important, staff and clients agree that the amount of time budgeted for English training was too short, if clients were to progress beyond entry level positions.

A major strength of Bergen County CAP's approach to training is its willingness to change plans to more realistically meet needs. When the assessment staff discovered that a large percentage of applicants would be better served by more intensive pre-vocational English and non-factory positions, they redesigned the program to include these elements, and sought additional Title I and Title VI funds to implement the expanded program.

This report was prepared for the Employment and Training Administration under Research and Development contract No. 20-11-77-31. Since contractors conducting research and development projects under Government sponsorship are encouraged to express their own judgments freely, this report does not necessarily represent the official opinion or policy of the Department of Labor. The contractor is solely responsible for the contents of this report.

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4. Title and Subtitle	5. Report Date
Program for Persons of Limited English-Speaking Ability: Case Studies. No. 3. Bergen County, New Jersey: On-the-Job Training and ESL	November, 1978
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12. Sponsoring Organization Name and Address U.S. Department of Labor Employment and Training Administration Office of Policy, Evaluation, and Research--Office of Research and Development, 601 D Street, N.W., Washington, D.C. 20213	13. Type of Report & Period Covered 10 Case Studies
	14.

15. Supplementary Notes

None.

16. Abstracts

Through the Program for Persons of Limited English-Speaking Ability (PLESA) 47 prime sponsors provided training and employment assistance to more than 6,000 persons of limited English-speaking ability.

These case studies are part of the Department of Labor's continuing effort to meet its responsibilities to conduct studies and disseminate information about such programs, developed under the Comprehensive Employment and Training Act (CETA).

The Se Puede program run by Bergen County Community Action Program provided bilingual, on-the-job training in factory skills to 98 Hispanics, with two to four hours a week of concurrent ESL. The objective was to place 47 of the initial 55 person target group in unsubsidized employment after approximately six months of training. In fact, 110 people entered the training, 60 completed it, and 40 were placed.

17. Key Words and Document Analysis. 17a. Descriptors

Counseling-vocational interests
Education
Ethnic groups
Manpower
Recruitment
Unskilled workers

17b. Identifiers. Open-Ended Terms

ESL - English as a second language
PLESA - Persons of limited English-speaking ability

17c. COSATI Field/Group Linguistics

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THIS FORM MAY BE REPRODUCED

BERGEN COUNTY

PRIME SPONSOR: Bergen County Board of Chosen Freeholders
ADDRESS: Hackensack, NJ 07601
CONTACT: Jane Meyers, Bergen County CAP
TELEPHONE: (201) 342-3512
GRANT NUMBER: 34-6111-37
GRANT PERIOD: 6/30/76 to 6/29/77

PROJECT NAME: Se Puede
ADDRESS: 90 Main St.
Hackensack, NJ 07601
TELEPHONE: (201) 342-4130
SUBCONTRACTOR: Bergen County Community Action Program, Inc.

BRIEF PROJECT DESCRIPTION: The Bergen County CAP agency, under a subcontract, initiated and ran this project. It provided on-the-job training in factory work and some ESL. Additional ESL was available through other funding.

INITIAL TARGET GROUP: Fifty-five limited English-speaking Hispanics in Bergen County (later expanded to 110).

PROJECT OBJECTIVES: (1) integrate the participants into American culture, (2) establish a bilingual, bicultural training program, (3) increase employment opportunities, and (4) provide eventual unsubsidized positions for 47 participants.

CLIENT RECRUITMENT AND SELECTION CRITERIA: The recruitment process consisted of contacting local community groups, agencies, and individuals previously served by CAP; it also included use of radio announcements. Selection was conducted by counselors. In order to be selected, a participant had to be a resident of Bergen County, have limited English-speaking ability, and be unemployed or economically disadvantaged.

CLIENT ASSESSMENT: Counselors determined the type of employment training that would most benefit each participant and assisted them in developing an employability plan. Reassessment was done at periodic intervals during training.

CLIENT COUNSELING: Vocational and educational counseling was provided through other funding. Counselors also helped secure any supportive services necessary to help the participants achieve their goals.

ENGLISH LANGUAGE INSTRUCTION: A three-month ESL course was conducted. The classroom facilities that were used were located in CAP Employment and Training Neighborhood Centers, or at the job sites themselves. Bilingual instruction was furnished but no bilingual material was used. Participants were also encouraged to attend evening and Saturday classes conducted with other funding.

OCCUPATIONAL SKILLS TRAINING: On-the-job training for 110 clients in factory skills was provided by bilingual senior employees.

JOB DEVELOPMENT AND JOB PLACEMENT: A job developer made industry contacts and followed up on placements.

FOLLOW-UP PROGRAM: Some follow-up was accomplished by counselors and the job developer.

SUPPORTIVE SERVICES: Supportive services were provided by existing CAP Employment and Training resources. These services included medical care, emergency child care, assistance in securing bonds, family planning, legal services, immigration/naturalization information, referrals, and transportation.

ORGANIZATION: Overall operation and responsibility for the project was in the hands of the Employment and Training coordinator. Day-to-day administration was the responsibility of the Se Puede project coordinator, who also taught ESL. A vocational placement counselor joined the staff in January 1977.

STAFFING: Two bilingual instructors, a vocational placement counselor, and four teaching aides were provided through this grant. All other personnel were provided through other sources.

BUDGET:

	Planned	Actual	Percent of Plan
Training	$100,000	$100,000	100
Total	$100,000	$100,000	100

CLIENT PROFILE: One-hundred and ten enrolled, 69 percent were males, 55 percent were between the ages of 22 and 44, 38 percent had less than 12 years of education--mostly outside the United States, 89 percent were Hispanic, 100 percent had limited English-speaking ability, 38 percent were unemployed.

OUTCOMES:

	Planned	Actual	Percent of Plan
Total Clients	55	110	200
Total Terminations	55	110	200
Total Placements	47	40	85
Placement Rate	.854	.364	42
Cost per Placement	$2,128	$2,500	117

PROGRESS OR PROBLEMS: The students felt that not enough ESL was provided, a situation which was later remedied under Title I and IV funding.

CONTINUATION: The project ended on 6/29/77, but ESL and on-the-job training continued under Title I and VI funding.

NOTEWORTHY FEATURES: The attempt to offer bilingual on-the-job training was unusual; intra-agency coordination was good; and project planning allowed for change.

REPLICATION ISSUES: Easily replicable by any prime sponsor.

DOCUMENTATION AVAILABLE: Progress reports, reassessment files, course curriculum.

Planning the Project

The Bergen County CAP Employment and Training Program acts for the County Board as the area's de facto prime sponsor. When the Title III funding was announced, the agency already had an English as a Second Language program, but not one directly linked with employment opportunities or job training. They proposed, therefore, to expand their existing program to provide on-the-job bilingual skills training as well as English. The existing program, taught at night and on weekends, would also continue, and Title III participants could augment their English training by attending these classes as well.

The Initial Commitment: Bilingual/Bicultural Training

An agency review of demographic data indicated that over 33,000 Puerto Ricans, Cubans, and other Latins lived in Bergen County. Employment Services data showed a number of operator-level factory jobs that PLESA's could fill. The employment and training program coordinators had long been committed to the concept of bilingual and bicultural education, which they define as education that introduces a new language and behaviors in the context of an existing, and continuing, foreign language and culture. If bilingual/bicultural supervisors could be found at the job site, and the company could be reimbursed for the time spent on training, they felt that the needs of a significant segment of the Bergen County population could be met.

The Target Group: Hispanics, Plus

Several employers were willing to give the on-the-job training project a try, and assured the project staff that bilingual supervisors were available. The employers were a little less enthusiastic about concurrent ESL education at the job site. With jobs committed, and funding in place, the project began recruiting participants and ran into some surprises. First, a number of non-Latins began appearing, including Russians, Armenians, Italians, Haitians, and Vietnamese. Selection had to focus on a bilingual/bicultural match, but the staff became acutely aware of the needs they were not meeting and the applicants they were turning away.

Second, many of the applicants had high education levels. Although an eleventh grade education level in Puerto Rico may not be the exact equivalent of eleventh grade here, it is obviously higher than the level required for many factory jobs. Limited education was not a criterion for program entry, and so those applicants who appeared genuinely interested in getting the factory work and improving skills were accepted into the program. However, staff felt that many of those seeking training would have preferred employment more in line with their native language education and training.

It is interesting to note that when other job opportunities arose during the course of the project the participants tended to take them. Of the 110 participants, only a little over half

completed the training. Of the 40 who went on to unsubsidized employment in the factories, only 14 remain a year later. Although follow-up was not done on non-positive terminations, it seems reasonable to hypothesize that failure to match jobs to participant education and skills was a factor in their leaving the program.

CLIENT PROFILE:

Total Participants:	*110*
Sex:	*69 percent male, 31 percent female*
Average Age:	*34 years*
Education level:	*11 years of formal schooling*
Hispanic background:	*89 percent*

Revising the Plan

Contracts were drawn up with employers in seven industries. A percentage of the participant's salary would be paid through Title I in return for bilingual tutoring received on the job. The PLESA plan had been put into effect.

However, project staff noted some problems as they emerged during the funding year: the limited ability of a factory program to meet these applicants' skill training needs; the unwillingness of some employers to allow on-the-job ESL; the inadequacy of a short ESL program in truly upgrading English skills; and the tendency on the part of the on-the-job training tutors to instruct primarily in the participant's native language.

And, the planners began considering how to revise the program to better meet Bergen County needs. Suggestions included lengthier ESL classes over a longer time period, a modification of the bilingual/bicultural focus to make room for a multicultural client population, employment opportunties in non-factory settings, and a multi-level English program, among others.

What is unusual in this planning process is not simply that Bergen County was willing to admit its program's weaknesses and work to revise them, but that the planning and revision process was continuous. The suggestions were crystallized into a proposal to provide a multi-level ESL program and public sector work experience. Title I and VI funds were sought, and the new program was in its pilot stage by March 1977--concurrent with the final quarter of the Title III program.

Will there be further revision of the program? Undoubtedly. The teachers now see a need for intensive ESL to take place before, rather than concurrent with work experience. The job developer would like to expand the possibilities of on-the-job training. And the agency is open to change.

Choosing and Serving Clients

Bergen County CAP is a multi-service center with strong ties to the urban communities it serves, to other agencies, and local ethnic and service organizations. Outreach through these networks, plus radio announcements, made recruitment easy.

Client selection and assessment was a more difficult process. Clients had, of course, to meet the criteria: be of limited English-speaking ability, and capable of benefiting from the skills training the program proposed to offer. But the people at CAP Employment and Training see themselves as being in business to serve their constituency. They don't like to screen people out. Rather, they like to help their applicants determine realistic employment goals for themselves, and then work, if they can, to help meet them. Therefore, they ask all their applicants to go through a fairly extensive assessment process devised by the Center.

Assessment

One reason the agency developed its own assessment process, according to a counselor interviewed, is that most of the standard tests are simply not applicable to non-native speakers. The tests used by most CETA training agencies, Skill Training Improvement Programs, and even private sector employers such as the phone company, are based on a sixth-grade reading level in English. The criterion is prejudicial to a non-native speaker, whose ability to do a job well may not correlate at all with reading level in English.

The assessment procedure was extensive. Each LESA applicant completed a personal fact sheet and an English competency test developed by the project staff. The JOHN Oral test was also used. The combined scores from the written and oral tests were used as diagnostic tools, and later for the ESL classes.

The vocational assessment counselor discussed the test scores and placement with each client during individual counseling sessions, and also asked the client to state why he or she thought English was important and what he or she wanted to accomplish. According to the counselor, "This was a very important aspect of our assessment procedure. It got the client involved in setting realistic goals and in making a commitment to accomplish them."

About three-quarters of the way through an ESL cycle (a cycle lasts three months), the client was required to take an alternate form of the assessment test. The scores from the reassessment were compared with the original scores to determine progress. Each client's status then was reviewed by the staff during a reassessment conference, and a future plan of action for each client was developed.

After the reassessment conference, the counselor again scheduled individual sessions with clients to discuss the test results, the recommended plan, and the client's commitment to the proposed plan or an alternative suggested by the client. Assessment thus became an ongoing and interactive process.

In discussing her job, the counselor echoed a theme that has run throughout the PLESA case studies: the importance of counseling for this population. The problems of people who must learn a new culture, a new language, and a new way of working all at once are immense. Family problems alone may involve anything from a need for child care or medical service, to money management, fear of losing control of family life in the new culture, and a host of other issues.

Another problem the counselors must address is the setting of training goals. Often the clients have unrealistically high expectations about the job for which they can qualify. Often too, their expectations for training are at variance with program reality. For example, Bergen County participants felt that their jobs would provide them with chances to practice English; the reality proved otherwise. Such issues cannot be ignored. Program planners and participants alike benefit from the open airing of problems and expectations.

WHAT IS AN ACCEPTABLE READING LEVEL?

Most Title I programs require a sixth grade reading level. But even a college-educated Spanish speaker will have trouble reading to that level in English, even after years in this country. The ability to understand sophisticated new concepts and hence learn and perform most jobs, is usually not affected by the person's slowness in reading a second language. Bergen County counselors suggest adoption of different assessment criteria for the non-native speaker.

Counseling

In addition to the structured assessment counseling sessions, CAP staff were involved in extensive personal counseling. The frequency and length of these sessions varied according to participant need.

In order to understand and respond to the wide range of problems that clients present, and encourage the setting of realistic training and employment goals, Bergen County CAP staff suggest that a counselor be available full-time. The counselor should be bi- or multi-lingual, sensitive to cultural differences, and, above all, flexible in approach.

Support Services

Bergen County CAP is a multi-service center, and though no funds were available for support services, it was able to provide a number of them through other sources. Emergency day care, transportation, and health services were available as well as direction to other agencies delivering needed services. Regular transportation was covered through an augmented salary stipend.

PROFILE OF A CLIENT: GUILLERMO VASQUEZ

Guillermo Vasquez is in his twenties. He came to the United States from Peru six years ago. He started working in a food processing plant with Spanish-speaking co-workers. He also lived in a Spanish-speaking neighborhood. He heard about the Se Puede Program through friends, and enrolled in the program four months ago. He attends ESL classes in the morning and works for the Census Bureau collecting data from the Spanish-speaking segment of the community during the afternoons. He commented on his work experience: "The job is all right, but I don't get to practice English enough." Since enrolling in the program, he has changed his residence to the YMCA. "There I have American friends and I can practice English." His future plans are to stay in the program for an additional three or four months and then enroll in a CETA program for hotel management.

PROFILE OF A CLIENT: MARIA LOPEZ

Maria is in her mid-twenties. She came here from Columbia eight years ago. After her arrival, she started working in a factory where her co-workers and supervisor were Spanish-speaking. Last year she was enrolled in a GED preparatory course and passed the examination in Spanish. Approximately a year ago, she heard about the Se Puede Program from her friends. She applied for it, but had to wait six months before there was an opening. Presently she has been in the program four months. In the mornings she attends the ESL class for three hours, and works during the afternoons as an aide in the Englewood Community House. On the job, she assists in the office and in the day care program. She stated that although she uses both languages at work, Spanish is predominant. Maria feels that she needs more practice in English and would like to obtain a job that would give her the opportunity. After her ESL training she plans to take courses in bookkeeping and eventually work in that field. Maria summed up her experience in the program by saying, "I am happy how the program helped me and hope to continue in the program."

English Language Instruction

The English instruction plan for the project was this: participants would learn essential job-related terminology from the bilingual supervisors assigned to work with them. They would gain further experience through interaction with other employees. They would also receive more formal (but still job-related) language training from project teachers in classes at the job site or at a nearby CAP center. Six hours a week (two hours a day, three days a week) for three months were planned, leveled to ability wherever possible. Classes would be offered during working hours if feasible, otherwise before or after work. Employers were encouraged to allow non-CETA employees to attend as well, at no cost.

In theory, such a plan should have worked to everyone's benefit. In practice, however, a number of problems soon began to surface:

- Employers did not like the idea of classes during working hours. Their commitment to upgrade English for the other employees was, at best, minimal. Their priority was the work.
- Participants were too tired after a full day's work to concentrate on English. Classes before work tended to

HOW MUCH ENGLISH IS ENOUGH ENGLISH?

Answers vary but one thing is clear: more than this program gave.

"Beginners need at least a year of intensive (three and a half hours/day) English before they're competent."

Sylvia Galdo, Instructor

"If they have a skill, I'd give them six to nine months of English before they're ready to work. If they need skills training too, the time frame will be longer."

Tom Klemm, Educational Coordinator

"Most participants could use three to six months of just English before going on to a job or training."

ESL Instructor

"In these programs, there is not enough time to learn the English before you go on a job."

Se Puede Program Participant

be rather sparsely attended. They had to skip classes during working hours if they were needed on the job.

- Texts were not budgeted for the course, and teachers had to develop their own materials for each class.

- Leveling was not possible for groups at the job sites, so a number of different ability levels were found in one class.

- The working environment was usually all-Spanish or all-American, making it difficult for participants to practice their limited English and still be understood.

- Space provided by employers for the classes was makeshift. Most were unable to set aside adequate room. CAP centers were generally not conveniently located.

- Time allocated for coursework was generally not sufficient. Most groups averaged three hours a week or less. Because of time problems, only the most limited, directly job-related English was taught. This could not provide the degree of English required to move beyond an entry-level position.

It was in response to these problems that staff began to develop their ideas for a more intensive English program. Most of the clients were at a low English level. They needed not only job English, but survival English and conversation practice as well. And they wanted enough English that they could advance in their chosen occupation.

Occupational Skills Training

Bilingual, on-the-job training was provided to the participants in seven area factories. Operative skills were taught in such areas as textile machine operation, electronic assembly, machine maintenance, silk screening for glass, cabinet making, shipping and receiving, pharmaceutical product packaging, and form production.

The concept underlying the on-the-job training program was one that the CAP staff found very exciting. By choosing bilingual senior employees as job trainers, the staff hoped to avoid the formality and unreality that can characterize classroom training. This training would be informal, continuous, and about as practical and results-oriented as any trainee could wish.

The CAP job developer was able to negotiate contracts with a number of firms, with guarantees of "first-hire" acceptance into regular employment. The only problem was that the firms that were most willing to accept the PLESAs were those where Spanish was the predominant employee language. In some cases the bilingual skills training became Spanish language skills training, a development not particularly in line with either client or agency expectations.

WHAT ABOUT TEACHING BOTH GETTING A JOB AND JOB-HOLDING SKILLS?

Both instructors and counselors at the Se Puede Program pointed out a need for some sort of special pre-vocational counseling and training. In the course of our visit, they made a number of suggestions, including possibly a series of workshops. The workshops could focus on:

REALISTIC EMPLOYABILITY PLANS. The program could offer "career decisions workshops" like they do for youth, and follow-up sessions to help participants focus their skills.

GETTING A JOB. Resume writing and want-ad reading are skills that participants need. In addition, one staffer suggested training in demanding the money you're worth.

INTERVIEWING TECHNIQUES. Films are available on interviewing dos and don'ts. These could be augmented with live practice sessions, videotaped if possible.

OVERCOMING CULTURAL INTERFERENCE. There are cultural variations in work habits, time sense, attitudes toward supervisors, assertiveness, and much more, and participants should be conscious of them.

SALARY, TAXES, AND FRINGES. Understanding a paycheck isn't always easy. Participants should be aware of what taxes are withheld, and why, what fringe benefits to expect, and calculating the benefit of certain fringes to them.

Developing Jobs

Bergen County CAP now has three job development and placement staff members. The job developer looks for opportunities in the private sector for both subsidized and unsubsidized employment. The occupational developer concentrates on the public sector, finding work experience and public service employment opportunities primarily, but also looks for unsubsidized positions. The placement counselor handles about 40 clients a week, and acts as both a counselor and a job developer. All three are bilingual.

Both the job developer and the placement counselor worked with the on-the-job training ESL participants. The occupational counselor was not involved during the Title III period, but does work with LESA clients now that the program has been expanded.

The energy and dedication of all three men is soon apparent. They are willing to comb the county to find opportunities for their clients. The problems in working with LESA clients are not in

finding opportunities per se, but in finding opportunities that allow development of English skills and a chance for advancement. During our visit, the participants expressed a desire for more chances to practice English at work, a desire shared by the job development staff. Employers, however, have their own agendas, and these do not always include employee language development and promotion. Lack of opportunity to upgrade skills was probably a significant factor in the high number of non-positive terminations during the Title III period.

Both the job developer, Heliodura Hernandez, and the placement counselor, Os Lecuona, feel that more ESL training is necessary if their clients are to improve their job mobility. They suggest a combination of ESL, focused to the language of business, with world-of-work orientation. They strongly supported the expansion of Se Puede to include an intensive ESL program, and now would like to see some of the instruction and work orientation take place before placement of the clients into work experience or on-the-job training situations.

Results

Of the 110 participants exposed to the program, 40 went on to full-time unsubsidized employment. Many of these have since left their jobs and gone on to others. Although no data are available on the non-positive terminations, it becomes clear in talking with CAP staff that the majority of LESA applicants in Bergen County are not particularly qualified by education or work background for work in factories. They come to the program to improve their English skills and upgrade their opportunities. It was in response to these needs that the program was expanded to include more English instruction and non-factory work opportunities. The current cycle of intensive English and work experience will be completed in October. Indications are that the positive termination and placement rate will be much higher than during the Title III period.

The underlying questions that most of our PLESA case study visits have sought to answer are:

- Do you think the project is worth doing again?
- If so, how would you change things?

In the case of Bergen County, these questions have already been answered, at least in part. ESL with on-the-job training is still being offered, though in a modified, less extensive form. A number of other changes, described throughout this report, have also been made. The planning for improvement is still continuing. Ideas have surfaced for pre-job English, and new and different texts, and workshops in pre-vocational skills.

In a way, such continuing innovation provides a sense of instability, particularly since the program seeks funding from different sources with different requirements. But it also

allows se Puede to remain responsive to its constituency, the unemployed and underemployed limited English-speaking population of Bergen County. The staff are committed to meeting the needs of the many people who come through the doors. If that requires a shift in plans, then shift they will. Such flexibility is a welcome change from bureaucratic business-as-usual.

The following reports were prepared by University Research Corporation as part of its study of the Program for Persons of Limited English-Speaking Ability. These reports may be ordered from:

National Technical Information Service
5285 Port Royal Road
Springfield, Virginia 22151

Program for Persons of Limited English-Speaking Ability: Summary of Projects Funded
Principal Authors: Jack Reynolds, Marta Kelsey

Case Studies

No. 1. Tucson, Arizona: ESL and Bilingual Vocational Training
by Jack Reynolds with Gladys Garcia

No. 2. New York City: Bilingual Office Skills Training
By Kamer Davis with Willie Vazquez

No. 3. Bergen County, New Jersey: On-the-job Training and ESL
By Kamer Davis , Inese Balodis with Willie Vazquez

No. 4. Laredo, Texas: Bilingual Training for Electricians and Import-Export Clerks
by Jack Reynolds

No. 5. Los Angeles, California: Training Chinese Cooks
by TinMyaingThein, Jack Reynolds

No. 6. Pennsylvania: Building a Vocational ESL Library
by Kamer Davis, Inese Balodis

No. 7. Honolulu, Hawaii: Developing Bilingual Vocational Curricula
by Jack Reynolds, TinMyaingThein

No. 8. Orange County, California: MESL and ESL--A Study in Contrasts
by TinMyaingThein with Gladys Garcia

No. 9. Philadelphia, Pennsylvania: Community Support
by Kamer Davis, Inese Balodis

No. 10. San Francisco, California: Services for Asian Immigrants and Refugees
by Jack Reynolds

The PLESA Experience: Training and Employment Services for Persons of Limited English-Speaking Ability
by Jack Reynolds, Kamer Davis, Marta Kelsey
With An Annotated Bibliography of ESL Materials for PLESAs

PLESA

Program for Persons
of Limited
English-Speaking Ability

Case Study No. 4

Bilingual Training for Electricians and Import-Export Clerks

by
Jack Reynolds

Prepared for
U.S. Department of Labor
Employment and Training Administration
Office of Policy, Evaluation, and Research

by
University Research Corporation
Washington, D.C.
1978

LAREDO TEXAS

ABSTRACT

Laredo developed a truly bilingual program. Twenty-one men were trained as electrician's helpers and 15 women learned to be import-export clerks. Spanish and English were used interchangeably in the 26-week programs. Twenty-two of the 36 clients were placed, but few found or kept jobs as electricians or import-export clerks. Part of the reason for this was the devaluation of the Mexican peso, which caused business in Laredo to decline. Another was that some of the trainees didn't want to work, dropped out or didn't have enough work experience. A final set of reasons comes from the project itself. As good as the training was, it wasn't enough. Most of the clients needed more skills. But that would have taken more time and money than was available. Still, the project was considered a success. It proved, the staff feels, that disadvantaged Mexican-Americans can be trained and placed for a modest investment.

BIBLIOGRAPHIC DATA SHEET	1. Report No.	2.	3. Recipient's Accession No.

4. Title and Subtitle: Program for Persons of Limited English-Speaking Ability: Case Studies. No. 4. Laredo, Texas: Bilingual Training for Electricians and Import-Export Clerks

5. Report Date: November, 1978

6.

7. Author(s): Jack Reynolds

8. Performing Organization Rept. No. 2500-2

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University Research Corporation
5530 Wisconsin Avenue, N.W.
Washington, D.C. 20015

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Employment and Training Administration
Office of Policy, Evaluation, and Research--Office of Research and Development, 601 D Street, N.W. Washington, D.C. 20213

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14.

15. Supplementary Notes

None.

16. Abstracts: Through the Program for Persons of Limited English-Speaking Ability (PLESA), 47 prime sponsors provided training and employment assistance to more than 6,000 persons of limited English-speaking ability.

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WEBB COUNTY

PRIME SPONSOR: Webb County Commissioners Court
ADDRESS: P.O. Box 1757, Laredo, TX 78041
CONTACT: Horacio Acevedo, Exec. Dir. or Sabas Zapata
TELEPHONE: (512) 722-0546
GRANT NUMBER: 48-6-660-33
GRANT PERIOD: 3/1/76 to 2/28/77

GRANT AMOUNT: $87,440
PROJECT NAME: Manpower Program for Webb Co.
ADDRESS: Laredo Junior College, Laredo, TX 78040
CONTACT: Javier Santos, Dir.
TELEPHONE: (512) 722-0521
SUBCONTRACTOR: Laredo Junior College

BRIEF PROJECT DESCRIPTION: Twenty-six weeks of bilingual vocational training was provided to 21 males as electrician's assistants and 15 females as bilingual import-export clerks. Remedial education was also provided for those needing a GED.

INITIAL TARGET GROUP: Thirty-six Mexican-Americans with limited English-speaking ability.

PROJECT OBJECTIVES: To train limited English-speaking clients with low employment potential to become employable, get jobs, improve their self-concept, develop career goals, and become economically self-sufficient.

CLIENT RECRUITMENT AND SELECTION CRITERIA: Fifty percent of clients were drawn from eligibility lists developed by other CETA programs. Selection criteria required clients to be residents of Webb County, be economically disadvantaged, and have limited English-speaking ability.

CLIENT ASSESSMENT: Participants were assessed through standardized tests, work sample techniques, and observations by supervisors, teachers, staff, and other enrollees. Testing was used to build individualized learning plans.

CLIENT COUNSELING: Laredo Junior College provided personal and vocational counseling in the client's primary language as needed.

ENGLISH LANGUAGE INSTRUCTION: The program was geared primarily to offer vocational and technical training, but included upgrading of clients' English and Spanish as required.

OCCUPATIONAL SKILLS TRAINING: The training programs were selected because they were determined to be occupational needs of the community. Each training program offered classroom instruction for six to eight hours daily. Most instruction was in both English and Spanish. The electrician's assistant (entry level) program totaled 900 hours of instruction and the foreign clerk's program had 480 hours of instruction.

JOB DEVELOPMENT AND JOB PLACEMENT: Job identification, counseling, and referrals for all clients were handled by both the Prime Sponsor and the Subcontractor.

FOLLOW-UP PROGRAM: Thirty and 60 days after completion of training.

SUPPORTIVE SERVICES: Available supportive services in the community were explained to clients in their primary language. Assistance was given primarily by the counseling staff of the college.

ORGANIZATION: The prime sponsor subcontracted intake, eligibility certification and payment of allowances to the Texas Employment Commission. Testing, counseling, instruction and job development was handled by Laredo Junior College.

STAFFING: Certified, bilingual instructors and aides were part of LJC staff.

BUDGET:

	Planned	Actual	Percent of Plan
Administration	$13,175	$ 2,275	17
Allowances	61,390	59,967	98
Fringe Benefits	2,500	118	5
Training	10,375	14,395	139
Total	$87,440	$76,755	88

CLIENT PROFILE: Thirty-five Hispanics and one Native American enrolled; 58 percent male; 44 percent were between the ages of 22 and 44; and 53 percent were under 22. There was roughly equal distribution of educational levels. All had limited English-speaking ability. Seventeen percent were migrants or seasonal farm workers.

OUTCOMES TO DATE: (End of Project)

	Planned	Actual	Percent of Plan
Total Clients	36	36	100
Total Terminations	36	36	100
Total Placements	26	22	85
Placement Rate	.722	.611	85
Cost per Placement	$3,363	$3,489	104

PROGRESS OR PROBLEMS: Placement was not high for those trained as bilingual import-export clerks due to devaluation of the Mexican dollar and cut backs in imports and exports. Public transportation to Laredo Junior College was not available; and there was no day care available although a large percentage of the women had children.

NOTEWORTHY FEATURES: Bilingual instruction; training for bilingual import-export clerks; integration of English and Spanish language instruction in vocational training.

REPLICATION ISSUES: May be limited to small client population; requires bilingual staff.

DOCUMENTATION AVAILABLE: Monthly and quarterly reports, course outlines.

Planning the Project

Laredo is a somewhat isolated community. It is about 150 miles from San Antonio to the north, Corpus Christi to the east, and Harlingen to the southeast. But, "across the river" in Mexico, is Laredo's sister city, Nuevo Laredo.

Its isolation from the rest of Texas and its close ties to Mexico give Laredo its character. Tourism and the import-export business are usually bustling and that means jobs. But immigration from Mexico has traditionally been heavy. That means that the city has a large, Spanish-speaking labor force. There haven't been enough jobs to go around.

The statistics are startling. Eighty-six percent of the population of Laredo is Spanish-speaking. Unemployment is never less than 12 percent and often reaches 20 percent. When the PLESA project started, over 10 percent of the county population received public assistance. The median number of school years completed was 7.8 compared with 11.6 for the rest of Texas. The student drop-out rate was 23.4 percent.

The need for help was obvious. But as Horacio Acevedo, the executive director of the prime sponsor, said, "We have problems trying to get projects which will fit our people." So when the regional office asked for a proposal, he jumped at the chance.

What Jobs Are Out There?

There were several constraints in preparing the proposal. There is no Skills Center in Laredo and no Services Employment and Redevelopment (SER) affiliate. The only agency available to do training was Laredo Junior College (LJC). So the prime sponsor had to propose what LJC could deliver. And what they could deliver depended on what curricula they already had and what instructors and equipment were available.

LJC already had a course for electricians, with an instructor available. There had been a course for import-export clerks, and there were courses in typing, business English, and other office skills. Welding, auto mechanics, and cooking courses could also be started.

A quick survey was done to see what jobs were in demand. The placement counselor went to the Texas Employment Commission and checked the closed-order files--jobs which were not filled because of a lack of qualified applicants. "We identified six or seven occupations" he said. On the top of the list were electricians--needed for several large-scale construction projects--and foreign order clerks--"forwarding agents" for Laredo's large import-export business.

The college thought that the students could be trained in the six-month period proposed. So two training programs were instituted:

- Electrician's Assistant (entry level)
- Bilingual Foreign Clerk (assistant level).

Mexican-Americans: The Target Population

Identifying the target population wasn't difficult. Laredo has only one significant minority group--which is, in fact, the majority--Mexican-Americans. The

number to be trained was determined by dividing the funds available by the cost of training one student. Thirty-six could be trained. The number to be placed was based on experience. Between 60 and 70 percent of CETA clients usually are placed. Twenty-six (72 percent) were expected to be placed.

The participants were to be economically disadvantaged residents of limited English-speaking ability. That included a large segment of the population, since many residents of Laredo are poor. But what did "limited English-speaking" mean? "We had a definitional problem" said Ernesto Gutierrez, the associate director of the prime sponsor.

At first they thought a PLESA was somebody who couldn't function in the labor market because not being able to speak English was a barrier to getting a job. "But a manual laborer can function without English," Gutierrez said. So then, it became a question of the lack of English affecting the individual's ability to do the work that he or she wanted to do.

How Much English?

"How much English they need depends on what we are going to train them to be," said Acevedo. Electrician's helpers wouldn't need to speak much English, but import-export clerks would. In fact, the clerks would also have to be able to speak Spanish, and that could require some language training as well. "We speak Tex-Mex here," explained Gutierrez. "So we have to train them not only in English, but in Spanish if they are dealing with customers in Mexico." If a clerk calls a customer in Idaho, English will have to be used. If a customer is in Mexico City, Spanish will have to be used. In Laredo and Nuevo Laredo the strange mixture

TEX-MEX

The Mexican-American is somewhere between Mexican and American. Listen to any conversation in Laredo and you'll understand what that quote means.

"Esto es the three-digit code."
"No te explicaron as far as the job goes?"

Eighty-five percent of Laredo's population is Mexican-American. Practically everybody speaks Spanish, and most speak some English. The result is a truly bilingual language--Spanish and English used interchangeably, and often in the same sentence.

But Tex-Mex is also part slang. There are lots of local colloquialisms. A car horn is called a 'pico,' not a bocina. Brakes are 'manejas,' not frenos. So some students have to learn the Spanish vocabulary and phrases used elsewhere. They have to be trained not only in English, but in Spanish if they are dealing with customers in Mexico.

of English and Spanish, "Tex-Mex", will prevail.

"But we don't want to train people just to place them locally," said Acevedo. "We want to train them to get along anyplace they go." And English is a big factor in getting a good job everywhere else. Even if they stay in Laredo, the type of job they can get will depend on how well they can speak English. "There are lots of jobs that don't require English," said Villarreal. But those are jobs like electronic assemblers, stock clerks, laborers, and so forth--low level, often dead-end jobs. It's hard to place people who speak just Spanish in skilled positions."

Thus, how much English, or Spanish, an individual needs depends on the job he or she is preparing for. And the project took that flexible stance. English language instruction was not an end in itself, nor was it a necessary means to another end. English was to be integrated into the curriculum to fit individual needs.

The curricula for the two courses emphasized skills training. English was either to be integrated into the curricula or given a minor role.

Electrician Assistant	
Electrician technology (lecture and lab)	450 hours
Related remedial instruction (math, science, physics)	270 hours
Remedial English	180 hours
TOTAL	900 hours

Import-Export Clerk	
U.S. customs	100 hours
Mexican customs	100 hours
Freight forwarding	75 hours
Import-export mathematical procedures	75 hours
Spanish terminology	75 hours
Field trips and speakers	25 hours
Tests	30 hours
TOTAL	480 hours

In fact, what happened was that the electrician course did not include any English instruction at all and the clerical course included Business English as well as Business Spanish.

A Simple Organizational Structure

The prime sponsor has only two subcontractors: the Texas Employment Commission (TEC), which is responsible for client intake, eligibility certification, payment of allowances, and some job development; and the Texas Education Agency (TEA), which subcontracts delegate agencies, like Laredo Junior College, to provide training, counseling, and other services.

Several of the TEC staff are located in the same office with the prime sponsor, which makes intake and eligibility certification relatively easy. Clients come to the Manpower office and are processed and certified right there by TEC staff. This was how the PLESA project functioned. Classroom instruction, counseling, and some job development was handled by LJC.

The simplicity of the organization had some benefits.

Communication and coordination are strong. The staff work closely together. "We don't have as many problems as the big primes," said Sabas Zapata, the monitoring and evaluation coordinator. "We're a small prime. We're a small community. We know the guys by their names--by their nicknames. We call them up and they come through."

Staffing wasn't a problem because the project was able to use the existing staff--with two exceptions. The first, Felipe Villarreal, Jr., was an electrician who happened to be available and interested. He joined the faculty at LJC to teach a four-quarter electrician course in the Occupational Trades Department. He adapted the first quarter of that course for the PLESA students.

The other was Fernando Zuniga, who was hired for two hours a day to teach the students in the clerical course everything he knew about U.S. and Mexican customs, freight forwarding, and related bookkeeping. Zuniga's family has been in this business in Laredo for 50 years, so he knew what employers were looking for.

All of the staff were bilingual, and all agreed that this is important. But just as important, they said, is empathy. "You have to identify with the students," says Felipe Villarreal. "You have to be friendly." Most of the staff agrees that these students lack self-confidence, and that the staff has to help them build up that confidence.

Clients and Services

The plan was to serve 36 clients, and 36 were served. Fifteen of the clients were women--all in the clerical training. The remaining 21 were men--in the electrician's course. Both of the instructors thought that the students were bright and easily motivated. The only difference between these students and others who entered the regular electrician's program at LJC, according to Felipe Villarreal, was that it took longer to teach the PLESAs. In part, that was because their English was limited, and in part, because they had little formal education. To get into this course, the applicants had to score low in Basic Occupational Language Training (BOLT). "We took the bottom of the barrel," said Villarreal, "and we proved that these people can be trained."

The students in the import-export course, however, were "very, very sharp", said Zuniga. Applicants for this course had to score high on BOLT to qualify. "They had to score between the ninth and twelfth grade to be admitted," explained Cynthia Mares, who taught typing and business English to students. Why? Because those are the guidelines of the college. Normally, to get into one of these courses, an applicant must have completed high school, or have a General Equivalency Diploma (GED). For this project, the high school requirement was waived.

So the clients were not as well-qualified as most students at LJC, but neither were they all really from the "bottom of the barrel." If they had been less well-educated, they might not have been trainable. Both courses required some knowledge of mathe-

SEX-ROLE STEREOTYPING?

Why were there no men in the import-export clerical course? Why were there no women in the electrician's course? It wasn't an oversight. One of the objectives of the project was to reduce sex-role stereotyping by enrolling women in the electrician's course and men in the clerical course.

Most of the staff agree that the problem is cultural. In Mexico there are certain jobs for men and others for women. "It's not discrimination by the employers" said Delia Zamora, the intake training coordinator. "The big companies have to comply with affirmative action. Like Union Oil calls us up to ask for women." Horacio Acevedo agrees: "The bus company wanted women. We couldn't come up with any who wanted to be bus drivers," he said. Fernando Zuniga added, "They don't do it. It's cultural. A man is never a secretary. A woman is never an electrician."

matics, English, and sciences. The electrician's course in particular required some special knowledge of physics. The less people knew of these subjects when they entered, the more remedial education they needed before they could begin. And that is what happened in the training. "I had to teach everything," said Villarreal, "math, physics, everything. That's probably why it took longer." Villarreal's students went to the Learning Center at the college every day to take remedial mathematics. Four of the clerical students went to the Center for two months to finish their GED.

If this training were to be done again, it would be a special course that allowed time for the remedial training, and, hopefully, allowed PLESAs to work at their own pace. "PLESA students can't keep up with non-PLESA students," says Santos. "All of the other students have a high school education, speak English, and are used to studying. PLESAs wouldn't progress at the same rate unless we gave them special instruction, special classrooms." And, of course, that can't be done without additional money.

These students can be trained. But it requires more time, special instruction, special classrooms, and more money.

Intake and Counseling

Recruitment is never a problem in Laredo. There are always applicants looking for help. "We always have a waiting list of 2,000," said Acevedo. "And we get 25 to 35 applications daily." Because there were only 36 slots, the prime sponsor wanted to select those who had the best chance of success. Applicants were interviewed by TEC to determine their eligibility, and then were given a short test, the Wide Range Scale, to determine their educational level. Those who scored at the ninth grade level

or above were sent to LJC for further testing. There the applicants took two standard tests, BOLT and SET. Those who passed were accepted. "Passing" meant scoring between ninth and twelfth grade for the clerical course and about eighth grade for the electrician's course. The electrician instructor took the lowest scoring passing applicants.

> *"We always have a waiting list of 2,000."*

Once the students were admitted, they were handled by the LJC staff. Absences, tardiness, and other attendance problems were tracked. When that type of problem came up, the student was counseled, either by the LJC staff or the TEC staff. Some didn't show interest in the training and were dropped. In the electrician's course, because it was open-entry and open-exit, new students were added.

If marital, drinking, financial, child care or other personal problems came up, the student was referred either to the LJC counselor or an appropriate community agency. According to Zamora, counseling was mostly related to training, not to personal problems.

Instruction

The project staff feels that one of the unique features of this project was that it combined vocational skills training, GED, and English language instruction all in one course. But it was clear that the primary concern was vocational training. To the degree that English and GED instruction helped the students learn the needed skills, they were integrated into the instruction. "If it can be done in the language they understand, it is very helpful," said Sabas Zapata. "Lots of the time we had to teach in Spanish," added Zuniga, the clerical instructor. "The lectures were a mixture--Tex-Mex," said Villarreal, the electrician instructor.

Spanish and English were both used, sometimes interchangeably, sometimes sequentially. For example, most of the instruction in the electrician's course was given in English with Spanish and Tex-Mex used when needed to explain terms, concepts, and procedures. In the clerical course practically everything was taught twice, first in Spanish, and then in English. This was because an import-export clerk has to be able to function either in Spanish or in English when dealing with a client, never a mixture of the two. "It really insults a client to mix the languages," explained Zuniga. Thus, the instruction was truly bilingual.

Import-Export Clerks

The clerical training lasted for six months, from September 1976 to February 1977. Zuniga had the students from eight to ten every morning for instruction in U.S. and Mexican customs, freight forwarding, and later in the course, basic bookkeeping. Zuniga's objective was to teach them enough about the business so that they could get jobs. "They need to know how to answer the phone, how to fill out the forms, where to get the information, the tariff schedules, and so on."

There was a lot of drill, said Zuniga. The import-export business isn't difficult, but a good clerk has to know how to fill out invoices, declarations, and other documents.

Because each component taught depended on what was learned previously, the course could not be open-entry. "It was a building block approach," explained Zuniga. Much of what was taught was based on Zuniga's experience and an outline of a similar course that had been taught at LJC. As far as he knows, there is no other course like it, and no one is teaching it now, even though the demand for clerks is stronger than before. Zuniga said that if he were to do it over again, he would spend more time on bookkeeping. "It's an important skill to have in the business."

IMPORT-EXPORT CLERK CURRICULUM

U.S. and Mexican Customs
Freight Forwarding
Business Spanish
Typing
Business English
Bookkeeping

From ten to noon most of the students studied business Spanish, while those who had not completed their GED went to the Learning Center to prepare. They were given two months to finish their GED and then joined the rest of the class in Business Spanish. The Spanish was necessary for two reasons. First, some of the students had trouble in Spanish. Because of their Tex-Mex dialect, they didn't know many Spanish terms used in Mexico. Second, the import-export business has a vocabulary and terminology of its own.

Mrs. Tatum taught this class. She broke the course into seven components: (1) basic conversational Spanish, (2) basic Spanish grammar, (3) Spanish business correspondence, (4) Spanish bookkeeping terms, (5) training as a bilingual receptionist, (6) learning office machine terms in Spanish, and (7) reading.

In the afternoon the students had two hours of typing followed by two hours of business English. Cynthia Mares taught these classes. She used standard texts for typing, but in addition, used a variety of techniques to emphasize the job-related aspects of business English and typing. The students made phone calls to companies and played the role of customers. They interviewed managers to determine what qualities the employers were seeking in applicants. They developed hypothetical situations and composed letters to deal with those situations.

Mares ran into some common logistical and equipment problems. There were not enough typewriters and no dictaphones. Because LJC has an ongoing clerical program, the typewriters are almost always in use. A program like this needs better facilities and equipment, she said.

Another important component of the program was grooming and appearance. The students came from low-income households and didn't know how to present themselves well, said Mares. So, twice a week the class spent some time on personal appearance, hygiene, grooming, and other

related subjects. The class went on field trips to visit a home economist, to the Institute of Texas Culture, to a beauty salon, and other sites.

If the program were to be repeated, Mares would add shorthand to the curriculum. Otherwise, she would probably leave it as it is. "It's a very good program," she said. It includes people who are usually shut out because they had to have high school to get into the regular LJC classes.

Electrician's Helper

This course was not planned as an open-entry/open-exit course, but that's the way it turned out. Since the course was broken into modules, it was possible to let students enter when there were openings and advance at their own pace. Thus, instead of training only 15 students in a six-month closed-end course, Villarreal was able to train 21 students over a 10-month period.

The students had the same curriculum as beginning electrician students at LJC, but took the first quarter of what is normally a four-quarter course. "They got the same training as everyone else," said Villarreal. "It just took longer."

Villarreal usually began each module with a lecture. He followed that with a blackboard exercise where he outlined the wiring in as many ways as possible. The students then took turns at the blackboard. Practice in wiring on a plywood board was next. Then the students were tested and graded as either superior, satisfactory, needs improvement, or unsatisfactory. In all, 12 modules were taught, with a lot of individual attention given.

ELECTRICIAN'S HELPER CURRICULUM

Low voltage [illegible]wiring
Low voltage [illegible] systems
Entrance signals and communications systems
Open wiring on insulators
Nonmetalic sheathed cable wiring
Metal-clad cable
Electrical metallic tubing
Rigid metal conduit
Surface raceways
Residential service entrance
Commercial service entrance

Results

The Payoff — Getting a Job

Job development and placement was done by the TEC staff and a counselor/job developer from LJC. They contacted prospective employers of import-export clerks while the training was going on. Many employers had competent Spanish-speaking clerks and secretaries, but few had bilinqual clerks. "We tried to find out how much English and Spanish was needed," said Erasmo Villarreal, the TEC placement coordinator. The needs varied. Some employers needed clerks who spoke English well, others did not. The job developers tried to steer the clients with the best English to the employers with the greatest need for English-speaking clerks.

For the electricians, a form letter was mailed to all contractors in Laredo to inform them

that the training was underway. This was followed by telephone calls and personal contacts with those contractors who were interested.

Except for this preliminary work, the clients were pretty much on their own to find jobs. They filled out the applications themselves, made their own appointments, and handled their own interviews. Although the staff felt that the placement rate was good (61 percent were placed), the prime sponsor thought that more could have been done. Since the PLESA project ended, the prime sponsor has taken a more active role in job development. Two job developers were hired, and placements now average 75 percent.

RESULTS

Clients:	*36*
Terminations:	*36*
Placements:	*22*
Placement rate:	*.611*
Cost per Placement:	*$3,489*
Project Cost:	*$76,756*

Nine of the 15 import-export clerks were placed and 13 of the 21 electrician helpers. Some of the clerks were placed in import-export firms, but others got jobs in banks, with insurance companies, and even in a meat market. The electrician's helpers got jobs in small electrical shops, as mechanics in department stores, and three got jobs as CB installers and another as an electrical assembler.

Sixty days after completing training, 20 of the 36 clients were still employed, 10 were unemployed, and six had moved or could not be found.

Why Weren't More Employed?

The prime sponsor does not know how many are still employed at this time or what types of jobs they have. What is known from interviews with a few of the clients is that some did not do as well as they had hoped or the staff had thought. Two of the graduates of the electrician's course, who were thought to be prize students because they had started their own businesses, actually had difficulty finding work. One did odd jobs while looking for steady work. Another got a job where he does "a little bit of everything--carpentry, welding..." but not much in electricity. Another client got a job installing telephones in cars. He liked the job but had problems--he didn't know how to do the wiring underneath the cars, so he quit. Now he's a bus driver.

One problem the clients surfaced was that they did not receive certificates when they completed training--so they had nothing to show prospective employers. They also did not know enough to pass a journeyman's test. But this is not surprising. They only completed one quarter of a four-quarter course. Another problem was that they didn't learn how to wire a house, one area where some participants felt they could have found work.

The import-export clerks did not fare much better. Only three or four of the nine who found jobs were employed as import-export clerks. One of these resigned because she couldn't find a baby-sitter. Another woman, who did get a job, did

very well and became an assistant bookkeeper. She is home now, awaiting a baby, but she plans to go back to work after the baby is born.

Another client has been looking for work for over a year. She feels the training was good, that her English and her skills are all right but the problem is that she has no work experience and employers won't hire her.

Why didn't more of the clients find work? Practically everyone thought the training was good, but few found and kept jobs in these two fields. One of the principal reasons in the import-export field, according to the project staff, was the devaluation of the Mexican peso around the time the trainees were halfway through their courses. When the peso's value declined, business with Mexico dropped off and the import-export firms started laying people off. According to Cynthia

YOU ONLY GO THROUGH ONCE

Some prime sponsors used Title III money to prepare clients for Title I training. Not Laredo. A client has only one chance at a training program--either Title III or Title I, but not both. Some prime sponsors keep clients until they are trained and employable or until they are placed. Not Laredo. A client can stay in CETA for no more than one year.

This is a controversial policy. Horacio Acevedo explained why it was adopted:

> *Unemployment is very high. It's never less than 12 percent and runs between 12 and 20 percent. So we don't transition people--they only go through once. We were one of the first prime sponsors to make a time limitation--no more than one year. We do this because we want to serve more people.*

Critics of this policy say that someone has to take responsibility for these people--and it should be the prime sponsor. To give them only partial training or to keep them in placement services for only a few months does not help them.

Who owns the responsibility? According to Sabas Zapata, "Some don't want jobs, some only want office jobs, some don't apply themselves." Should the prime sponsor stick with such people indefinitely? Should the prime sponsor merely provide a limited amount of help--an opportunity that the client can take advantage of or not?

It's not only a controversial policy--it's a dilemma. Resources are limited. Should they be spread around to give a little help to many or concentrated to give a lot of help to a few?

Mares, the students felt defeated. "Their attitude changed. They said, 'Why kill ourselves if we are not going to get a job?'"

Another set of reasons comes from the project. As good as the trainees and staff thought the training was, it simply was not enough. The electrician's course covered only one-quarter of the regular LJC curriculum. Despite the amount they did learn, the clients did not have enough skills. They needed much more training, but that would have taken more time than was available. The clerks learned a lot and their English and Spanish improved, but they also would have needed much more time to become truly bilingual.

Finally, the job development component of the project was designed to provide only a minimal amount of placement help. The prime sponsor did not have enough job developers at the time of the project, and because of their heavy caseloads the ones available could not keep the clients in "placement services" for very long, usually no more than a month. In fact, according to Delia Zamora, who coordinates placement services, all of the PLESA clients had to be terminated one month after the end of the grant, whether they had been placed or not.

Continuation?

The PLESA project was not continued. "Most of our money is Title II and VI," said Horacio Acevedo. "We could do it under Title I, but we don't have enough money. Title I is our smallest grant." Moreover, the prime sponsor feels that its hands are tied. "They monitor you according to population characteristics," said the Associate Director, Ernesto Gutierrez, "not according to your plan. That means that they concentrate on youth." A PLESA project for older heads of households would have to be a "special project" to be approved, he says--and there isn't enough money for that.

So the project wasn't continued. But PLESAs are still being served and trained to some extent. LJC has funds from HEW to provide survival ESL instruction. According to Acevedo, "We try to use local resources as much as we can. For example, in ABE we don't pay for the instructor. It comes out of disadvantaged dollars through LJC. Our costs are only to pay the participants' allowances."

Could LJC provide the training? Director of Vocational Training Javier Santos doesn't think it can be done unless there is money for stipends and special instruction. Santos feels that the clients would be a special group with special needs. "They need allowances," he said. "The students are going to be economically or educationally disadvantaged. Consequently, they'll need either extended skill training or basic educational training. What student can come for eight hours a day? What is he going to live on?"

Could they do it on a part-time basis by enrolling in regular LJC courses? That would be a problem, too. They'd need a part-time job; they would have to pay the regular tuition; and they would have to meet the college entrance requirements. Santos feels they couldn't compete with the regular students.

The project ended. The prime sponsor felt they had no mechanism to fund it further and the college had no way to provide the training without special funding.

It was a very good program, the staff agreed. It served people who ordinarily would have no chance of getting professional training and it helped many to find jobs. They are sorry it wasn't continued. Said Cynthia Mares, "The students say 'Why? We need this kind of training.' It breaks your heart. These people wouldn't have a chance to survive if it weren't for these programs."

The following reports were prepared by University Research Corporation as part of its study of the Program for Persons of Limited English-Speaking Ability. These reports may be ordered from:

National Technical Information Service
5285 Port Royal Road
Springfield, Virginia 22151

Program for Persons of Limited English-Speaking Ability: Summary of Projects Funded
Principal Authors: Jack Reynolds, Marta Kelsey

Case Studies

No. 1. Tucson, Arizona: ESL and Bilingual Vocational Training
by Jack Reynolds with Gladys Garcia

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No. 4. Laredo, Texas: Bilingual Training for Electricians and Import-Export Clerks
by Jack Reynolds

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The PLESA Experience: Training and Employment Services for Persons of Limited English-Speaking Ability
by Jack Reynolds, Kamer Davis, Marta Kelsey
With An Annotated Bibliography of ESL Materials for PLESAs

PLESA

Program for Persons
of Limited
English-Speaking Ability

Case Study No. 5

Training Chinese Cooks

by
Jack Reynolds
TinMyaingThein

Prepared for
U.S. Department of Labor
Employment and Training Administration
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by
University Research Corporation
Washington, D.C.
1978

LOS ANGELES
CALIFORNIA

ABSTRACT

Three subcontractors provided ESL to 116 Hispanic and Asian students. Two of the subcontractors provided traditional ESL, which emphasized survival English and reading and writing, not conversation. These two programs had only limited linkages to skills and employability training. Many of the students in these programs could not get or hold jobs after completing them because their English was inadequate. The third subcontractor provided Manpower English as a Second Language (MESL). It was combined with a Title I skills training in Chinese restaurant cooking. This program was very successful for several reasons: the linkage between the MESL and the skills training; a dedicated and competent staff; highly motivated students; an existing job market; and a student organization that complemented the staff.

BIBLIOGRAPHIC DATA SHEET	1. Report No.	2.	3. Recipient's Accession No.

4. Title and Subtitle: Program for Persons of Limited English-Speaking Ability: Case Studies. No. 5. Los Angeles, California: Training Chinese Cooks

5. Report Date: November, 1978

6.

7. Author(s): TinMyaingThein, Jack Reynolds

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13. Type of Report & Period Covered: Ten Case Studies

14.

15. Supplementary Notes: None.

16. Abstracts: Through the Program for Persons of Limited English-Speaking Ability (PLESA), 47 prime sponsors provided training and employment assistance to more than 6,000 persons of limited English-speaking ability.

These case studies are part of the Department of Labor's continuing effort to meet its responsibilities to conduct studies and disseminate information about such programs, developed under the Comprehensive Employment and Training Act (CETA).

In Los Angeles, three subcontractors provided ESL to 116 Hispanic and Asian students. Two of the subcontractors provided traditional ESL, which emphasized survival English and reading and writing, not conversation. These two programs had only limited linkages to skills and employability training. Many of the students in these programs could not get or hold jobs after completing them because their English was inadequate. The third subcontractor provided Manpower English as a Second Language (MESL), combined with Title I skills training in Chinese restaurant cooking.

17. Key Words and Document Analysis. 17a. Descriptors

Counseling-vocational interests
Education
Ethnic groups
Manpower
Recruitment
Unskilled workers

17b. Identifiers Open-Ended Terms

ESL - English as a second language
PLESA - Persons of limited English-speaking ability

17c. COSATI Field/Group: Linguistics

18. Availability Statement: Distribution is unlimited. Available from National Technical Information Service, Springfield, Va. 22151.

19. Security Class (This Report): UNCLASSIFIED

20. Security Class (This Page): UNCLASSIFIED

21. No. of Pages

22. Price

FORM NTIS-35 (REV. 3-72)

THIS FORM MAY BE REPRODUCED

USCOMM-DC 14952

COUNTY OF LOS ANGELES

PRIME SPONSOR: County of Los Angeles
ADDRESS: Department of Community Development
2999 West 6th Street
Los Angeles, CA 90020
CONTACT: Donna Crumley
TELEPHONE: (213) 380-3680, ext. 515
GRANT NUMBER: 06-6030-37
GRANT PERIOD: 10/1/76 to 9/30/77
GRANT AMOUNT: $160,000

PROJECT NAME: Title III Project
ADDRESS: Same as prime sponsor
CONTACT: Same as prime sponsor
TELEPHONE: Same as prime sponsor
SUBCONTRACTORS: United Chinese Restaurant Association (UCRA); Rio Hondo Area Action Council (RHAAC); Mexican-American Opportunity Foundation (MAOF)

BRIEF PROJECT DESCRIPTION: This ESL program served 116 Spanish-speaking and Asian students. The program taught communication skills and job-related vocabulary in functional English with subsequent placement in full-time, unsubsidized jobs offered prior to or in conjunction with other Title I training programs in vocational education, work experience, classroom training, and on-the-job training.

INITIAL TARGET GROUP: One hundred Spanish-speaking and Asian students of limited English-speaking ability.

PROJECT OBJECTIVES: Ninety percent of the students were expected to complete the 8 to 24-week program and have increased their ability to relate to the needs of the employer; increased their job-related vocabulary; decreased cultural barriers; and placement in jobs.

CLIENT RECRUITMENT AND SELECTION CRITERIA: Participants were recruited and referred from other Title I county subcontractors and the Employment Development Department. There was publicity through the local media, leaflets, contracts with individuals, agencies, and organizations that were in contact with members of the target population. Selection criteria were economically disadvantaged resident of the County of Los Angeles; fifth grade level reading and writing ability in the native language; and a positive attitude.

CLIENT ASSESSMENT: The applicants were assessed and certified by an Education Development Team made up of an instructor, a counselor, and a job developer. Applicants were evaluated on their reading, writing, and listening ability to determine their language skill level.

CLIENT COUNSELING: Bilingual counselors advised participants in employment planning, transportation, child care, health care, and employment referrals.

ENGLISH LANGUAGE INSTRUCTION: Classroom instruction was offered in Adult Basic Education and "survival" English which stressed communication skills in English. Courses were open-entry open-exit and operated for an 8 to 24-week period prior to or in conjunction with Title I programs in vocational education, work experience, classroom training, and on-the-job training.

OCCUPATIONAL SKILLS TRAINING: UCRA provided a course in Chinese cooking under Title I concurrently with ESL instruction. RHAAC and MAOF students were eligible for training under Title I after completing ESL.

JOB DEVELOPMENT AND JOB PLACEMENT: The job developer worked with the students to place them in Title I training programs or job placements. The UCRA job developer worked primarily through CETA as well as personal contacts.

FOLLOW-UP PROGRAM: All participants were checked under Title I 30, 60, and 90 days after placement. RHAAC also conducted an additional check six months after placement.

SUPPORTIVE SERVICES: UCRA did not offer supportive services. RHAAC and MAOF offered transportation and child care services under Title I.

ORGANIZATION: The Department of Community Development had jurisdiction over all county operations under which these programs operated. The subcontractors provided MESL and job development services.

STAFFING: All three projects had directors, job developers, instructors, counselors, and clerks.

BUDGET:

	Planned	Actual	Percent of Plan
Administration	$ 22,192	$ 20,777	94
Allowances	66,280	86,749	131
Fringe Benefits	12,272	1,400	11
Training	54,096	36,589	68
Service	5,160	13,577	263
Total	$160,000	$159,092	100

CLIENT PROFILE: Of 116 participants, 52 percent were Hispanic and 48 percent were Asian; 67 percent were male; 56 percent were between the ages of 22 and 44; 42 percent had finished high school; and all were persons of limited English-speaking ability.

OUTCOMES:

	Planned	Actual	Percent of Plan
Total Clients	100	116	116
Total Terminations	100	116	116
Total Placements	90	65	72
Placement Rate	.900	.560	62
Cost per Placement	$1,778	$2,448	138

PROGRESS OR PROBLEMS: Funding, equipment, and training facilities were inadequate. Some students proved to need more than six months of ESL.

NOTEWORTHY FEATURES: Selection process and Educational Development Program team, job developer paid on a commission basis. Subcontract to a trade association facilitated placements.

DOCUMENTATION AVAILABLE: Curricula packages, reports, files.

Skills Training and MESL

This project was to be a pre-vocational MESL program which would serve as an adjunct to the existing Title I program. MESL was chosen because community organizations were very vocal about the need for more English instruction for their people. The Title I program provided skills training, but experience showed that this was not enough to help participants gain and hold jobs. They needed English as well.

Three subcontractors were selected to carry out the project. The United Chinese Restaurant Association (UCRA) was to train Chinese cooks; Rio Honda Area Action Council (RHAAC) and the Mexican-American Opportunity Foundation (MAOF) were to teach ESL and job-related vocabulary to Hispanics.

Los Angeles had many more persons of limited English-speaking ability than it could possible serve. Hispanics and Asians made up the largest numbers and they were selected as the initial target groups for that reasons.

The prime sponsor decided to use community agencies to carry out the program rather than community colleges because the ESL was to be job-related and tied to Title I skills training. The feeling was that the colleges would provide straight ESL rather than MESL. The prime sponsor felt it would not be feasible to carry out a model development or materials development project given the time and funds available. They felt that the planning staff would have to be directly involved to do this, and that was not feasible. The prime sponsor now feels that a research project might have been more useful.

> *Ethnicity, language, age, and sex of the staff makes little difference. Attitude and motivation make the difference.*

Staffing at the subcontractor level worked out well. The key factor in staffing, according to the UCRA project director, was dedication. His experience was that ethnicity, language, age, and sex of the staff did not make any difference. The ability of staff to communicate with the students was important for building rapport, keeping morale up, and handling stressful situations.

Making Do With Little Dough

The prime sponsor had submitted a proposal for $300,000-$100,000 for each subcontractor. The Regional Office approved a budget of $160,000. The subcontractors took what was offered, but felt that they did not have enough money to do what was expected. UCRA and RHAAC had to cover some expenses with other funds. UCRA used volunteers; one for counseling, and another to help with job development. Students themselves contributed toward training materials. Since they were being taught to be cooks, they needed food to practice with. The students contributed 75 cents each day for food which they used in class and then ate for lunch. Good or bad, that was lunch. This not only saved

the students and the project money, but it was also an incentive to learn cooking skills quickly.

Another innovation was to advertise to the community that the students would cook for large groups free of charge if the group would supply the food. This gave them food to practice with and on-the-job cooking experience with real customers.

UCRA also needed more money for equipment and training facilities. The equipment was secondhand and space was limited. This project was carried out in a soybean factory in rented space. The classroom doubled as the workshop and lunchroom. The kitchen was a small, one-room facility.

Careful Selection

Recruitment was not a problem. The number of persons in need of services was great and applicants were not difficult to find.

UCRA used a team approach and found it successful because each team member represented a component of the project (instruction, counseling, job development) and knew what was required to be successful. UCRA also felt the team approach lessened bias. The three team members interviewed each candidate separately and then got together to discuss the applicant's background, qualifications, and motivation. The team met three times before a decision was made on an individual applicant. UCRA tried to select older applicants. Younger ones were encouraged to go back to school. Since they were training cooks, UCRA also looked for dexterity and willingness to work hard in a menial position. They also tried to select people who really needed the training to survive in this country. For example, a lawyer who applied twice was turned down both times because the team felt he did not need the job and would not stick with it because it was too menial. The third time he applied he convinced them that he could not practice law and was prepared to start a new career as a cook. He turned out to be one of the top trainees.

Situational Training

The UCRA training was unique and was highly oriented toward learning specific job-related ESL, that is, English related to cooking and running a restaurant. The classes consisted of 12 to 15 trainees who received four-and-a-half months of instruction. Three hours were ESL--two hours of classroom instruction and one hour of practical English in the kitchen or workshop. The rest of the instruction was Title I skills training, conducted by the same staff in the same facility. Because the three instructors spoke two different dialects of Chinese (Cantonese and Mandarin) and the students included Southeast Asians as well as Chinese, the vocational instruction was conducted in English.

> *The English language instruction was designed to complement the vocational training.*

UCRA did no formal assessment of English level on entry or exit and used no specific materials to teach English. The staff used

short stories, note taking, translations of recipes from native languages to English, and one text, Beginning English Lessons. The English language instruction was designed to complete the vocational training. For example, for homework the students had to copy recipes.

Giving the Students a Voice

The vocational training was systematic and carefully organized. UCRA had been training students to be Chinese cooks for over a year under Title I and had learned through trial and error how to make the training work.

The course started with a week of orientation which the director felt was the most important week of the course. During that week the students learned the regulations and procedures governing training, studying, supervision, and management. They also organized themselves into five groups corresponding to five restaurant functions; administration, customer service, food service, facilities, and inventory. Each group elected a leader, following strict democratic procedures; all students were eligible for election, each one introduced himself, background history was not allowed because, as the director noted, everyone was starting at the same level, and therefore background wasn't relevant.

The grouping and elections ensured that the students would communicate with one another, thus overcoming what the director called the "Asian's natural reluctance to speak unless absolutely necessary."

The groups were assigned to a work station (such as preparing hors d'oeuvres or cutting) and were also assigned duties (such as buying food or clean-up). These work stations and duties were rotated so that each group had three chances at each station and duty during the course. The instructors also rotated. This not only gave everyone the same chances at each station, but also convinced the students that there was no favoritism. According to the director, favoritism is endemic in Asian culture and creates many problems. He wanted to make sure that was not a problem here.

The training allowed the students to learn by doing and to take responsibility for each restaurant function. The instructors made the assignments and gave English and vocational instruction, but the students had some latitude within which to organize and schedule their work. The director felt that the students should be given responsibility and treated as workers, not as students. They were paid to produce. For example, they were responsible for running the restaurant; buying, taking inventory, managing orders, meeting customers, and so forth. The director acted as a consultant to the students, but they ran the restaurant.

The student groups actually made up a study body organization. The representatives of each group attended staff meetings and acted as buffers between the students and the staff, conveying problems, suggestions, and concerns back and forth. This fit the Asian way of dealing with confrontation, according to the director. Asians do not like to work problems out face to face, they prefer to do it through a third party.

An Employer's Waiting List

Getting jobs for the UCRA students was not a problem; 96 percent were placed. The UCRA job developer worked on his own mostly, but he also used the Title I job development system occasionally. He contacted employers in the Chinese community and kept in touch with graduates of the training project.

The job developer got useful feedback from his follow-up contacts with the students and employers. He used the information to improve the way UCRA conducted its training. In return, he continued to support the students who were already on the job by acting as their arbitrator and negotiating salary increases with the employers. The Chinese business community was committed to the program, and because it had been successful in the past, employers were anxious to hire the students. In fact, the demand was so great that there was a waiting list of employers. Some students took jobs before they had completed training. That meant that they were not as proficient in English as they would have been had they completed the course, but as the director said, they wanted and needed jobs. So the director didn't pressure them to stay.

The following reports were prepared by University Research Corporation as part of its study of the Program for Persons of Limited English-Speaking Ability. These reports may be ordered from:

National Technical Information Service
5285 Port Royal Road
Springfield, Virginia 22151

Program for Persons of Limited English-Speaking Ability: Summary of Projects Funded
Principal Authors: Jack Reynolds, Marta Kelsey

Case Studies

No. 1. Tucson, Arizona: ESL and Bilingual Vocational Training
by Jack Reynolds with Gladys Garcia

No. 2. New York City: Bilingual Office Skills Training
By Kamer Davis with Willie Vazquez

No. 3. Bergen County, New Jersey: On-the-job Training and ESL
By Kamer Davis , Inese Balodis with Willie Vazquez

No. 4. Laredo, Texas: Bilingual Training for Electricians and Import-Export Clerks
by Jack Reynolds

No. 5. Los Angeles, California: Training Chinese Cooks
by TinMyaingThein, Jack Reynolds

No. 6. Pennsylvania: Building a Vocational ESL Library
by Kamer Davis, Inese Balodis

No. 7. Honolulu, Hawaii: Developing Bilingual Vocational Curricula
by Jack Reynolds, TinMyaingThein

No. 8. Orange County, California: MESL and ESL--A Study in Contrasts
by TinMyaingThein with Gladys Garcia

No. 9. Philadelphia, Pennsylvania: Community Support
by Kamer Davis, Inese Balodis

No. 10. San Francisco, California: Services for Asian Immigrants and Refugees
by Jack Reynolds

The PLESA Experience: Training and Employment Services for Persons of Limited English-Speaking Ability
by Jack Reynolds, Kamer Davis, Marta Kelsey
With An Annotated Bibliography of ESL Materials for PLESAs

PLESA

Program for Persons
of Limited
English-Speaking Ability

Case Study No. 6

Building a Vocational ESL Library

by
Kamer Davis
Inese Balodis

Prepared for
U.S. Department of Labor
Employment and Training Administration
Office of Policy, Evaluation, and Research

by
University Research Corporation
Washington, D.C.
1978

PENNSYLVANIA

ABSTRACT

The State of Pennsylvania PLESA program was funded and organized somewhat differently from the others across the nation. The program was funded through the governor's office, and overseen by the Pennsylvania Department of Community Affairs. The $95,000 grant was divided among four subcontractors in different parts of the state, each of whom operated independently.

Two of the projects provided general ESL for approximately three months. One served 98 Hispanics in the Reading area, and the other served 53 South East Asians in Allentown. A third project, in Chester, provided 58 Hispanics either general English as a second language or graduate equivalency diploma preparation over a seven month period.

The fourth project, located at a BESL Center in New Holland, provided a resource that will benefit LESA clients for years to come. With part of its PLESA funds, the Center added a vocational English section to an already functioning ESL resource library. A selected and annotated bibliography of the books is available upon request. In addition, the project provided counseling and job development assistance to 111 South East Asians in the area.

The bibliography alone makes the project noteworthy. Anyone seeking to provide job-related English training to non-native speakers will, we think, find the list helpful.

BIBLIOGRAPHIC DATA SHEET	1. Report No.	2.	3. Recipient's Accession No.
4. Title and Subtitle: Program for Persons of Limited English-Speaking Ability: Case Studies. No. 6. Pennsylvania: Building a Vocational ESL Library			5. Report Date: November, 1978 6.
7. Author(s): Camer Davis, Inese Balodis			8. Performing Organization Rept. No. 2500-2
9. Performing Organization Name and Address: University Research Corporation, 5530 Wisconsin Avenue, N.W., Washington, D.C. 20015			10. Project/Task/Work Unit No. 11. Contract/Grant No. 20-11-77-31
12. Sponsoring Organization Name and Address: U.S. Department of Labor, Employment and Training Administration, Office of Policy, Evaluation, and Research--Office of Research and Development, 601 D Street, N.W., Washington, D.C. 20213			13. Type of Report & Period Covered: Ten Case Studies 14.

15. Supplementary Notes

None.

16. Abstracts: Through the Program for Persons of Limited English-Speaking Ability (PLESA), 47 prime sponsors provided training and employment assistance to more than 6,000 persons of limited English-speaking ability.

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17. Key Words and Document Analysis. 17a. Descriptors

Counseling-vocational interests
Education
Ethnic groups
Manpower
Recruitment
Unskilled workers

17b. Identifiers Open-Ended Terms

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PLESA - Persons of limited English-speaking ability

17c. COSATI Field/Group: Linguistics

18. Availability Statement: Distribution is unlimited. Available from National Technical Information Service, Springfield, Va. 22151.	19. Security Class (This Report) UNCLASSIFIED	21. No. of Pages
	20. Security Class (This Page) UNCLASSIFIED	22. Price

FORM NTIS-35 (REV. 3-72) THIS FORM MAY BE REPRODUCED USCOMM-DC 1495-P74

PENNSYLVANIA

PRIME SPONSOR: Department of Community Affairs, Bureau of Human Resources
ADDRESS: South Office Building, Room 528, Harrisburg, PA 17120
CONTACT: Dennis Darling
TELEPHONE: (717) 787-2135
GRANT NUMBER: 42-6-029-38
GRANT PERIOD: 7/1/76 to 6/30/77, extended to 12/31/77
GRANT AMOUNT: $95,000

PROJECT NAME: Limited English Speaking Program
ADDRESS: Same as prime sponsor
CONTACTS: Same as prime sponsor
TELEPHONE: Same as prime sponsor
SUBCONTRACTORS: YMCA, Reading; Widener College, Chester; Lancaster-Lebanon Intermediate Unit 13, Bilingual ESL Center, New Holland; Catholic Social Agency, Allentown.

BRIEF PROJECT DESCRIPTION: The project, operating in four areas of the state, provided language training and job development to 232 non-English-speaking persons, principally Hispanics and Vietnamese.

INITIAL TARGET GROUPS: One hundred-thirty unemployed or underemployed Spanish-speaking persons in the areas of Reading and Chester, and two hundred-fifty Vietnamese refugees relocated in the Lancaster-Lebanon and Allentown areas.

PROJECT OBJECTIVES: ESL training was offered with the goal of improving English skills. GED training was offered in Chester and an ESL resource library was available in New Holland.

CLIENT RECRUITMENT AND SELECTION CRITERIA: Recruiting was done by several social service agencies.

CLIENT ASSESSMENT: Data collected by the referral agencies were used for assessment. Additional information was collected through individual interviews and aptitude testing.

CLIENT COUNSELING: The Intermediate Unit 13 BESL Center provided individual and group vocational counseling or both.

ENGLISH LANGUAGE INSTRUCTION: The YMCA provided instruction in conversational English and basic reading and writing skills to Spanish-speaking persons. Classes were conducted by a bilingual teacher for two 36-week periods, twice a week for two hours. Widener College classified participants in three groups according to their English proficiency. Allentown provided 15 weeks of conversational and pre-vocational ESL to South East Asian refugees twice a week, in two-hour sessions. Intermediate Unit 13 BESL Center clients were placed in adult education ESL classes provided through other funding, if need for language training was evidenced.

OCCUPATIONAL SKILLS TRAINING: Only by referral.

JOB DEVELOPMENT AND JOB PLACEMENT: Job development was conducted by the I.U. 13 project counselor through a cooperative effort with the Bureau of Employment Security, and through contacts with local employers.

SUPPORTIVE SERVICES: Most were provided through referrals to other social service agencies. The Widener College program did provide day care services.

OTHER PRINCIPAL ACTIVITIES: The Intermediate Unit 13 BESL Center collected books and other materials related to adult ESL/vocational education for non-native speakers and provides an annotated bibliography of the collection to interested organizations.

ORGANIZATION: The Department of Community Affairs assumed the coordinating role for the project and performed reporting and monitoring functions.

STAFFING: Each of the four programs had a project coordinator, instructors, aides, and secretarial staff. Full-time staff equivalency equals approximately 11.

BUDGET:

	Planned	Acutal	Percent of Plan
Widener	$25,987	$25,649	99
New Holland	22,800	21,837	96
Reading	22,635	22,290	98
Allentown	23,453	23,327	99
Total	$94,875	$93,103	98

CLIENT PROFILE: Of the 407 clients enrolled, 64 percent were male; 49 percent were between the ages of 22-24; 39 percent had an 8th grade or less education, 33 percent were Hispanic and the rest were Indochinese; 16 percent were migrants.

OUTCOMES:

	Planned	Actual	Percent of Plan
Total Clients	467	407	87
Total Terminations	467	407	87
Total Placements	144	139	97
Placement Rate	.308	.342	111
Cost per Placement	$659	$670	102

PROGRESS OR PROBLEMS: One problem was a long delay in actual receipt of the funds to run the projects. The Department of Community Affairs found it difficult to monitor such far-flung projects.

CONTINUATION: The Chester project has been continued under other funding. The New Holland library is still operating as an information resource.

NOTEWORTHY FEATURES: The materials and bibliographies available through the Intermediate Unit 13 BESL Center Library are a valuable resource for anyone interested in job-related English instruction.

REPLICATION ISSUES: None noted.

DOCUMENTATION AVAILABLE: Documentation available on all four parts of the project.

Planning the Projects

Pennsylvania is a large and populous state. Its urban areas are among the most developed in the country, and their problems rank among the most serious. The Delaware River Valley, famous since the 1930s as a national center for oil refining and other heavy industry, has recently been experiencing widespread unemployment. Throughout the state, urban areas are crowded with limited English-speaking migrants and immigrants, people who came to find friends or a factory job, stayed, and now need English or skills training, or both, in order to find employment.

Yet, viewing Pennsylvania as a whole it is essentially a rural area. It has the most independent local governments of any state in the Union, most of them small, and providing minimal services to farming communities. Many of the state's rural areas also contain significant numbers of limited English-speaking families, usually Latin and concentrated near the largest town in the area. The state also has the largest enclave of resettled Vietnamese in the nation, concentrated in the rich farming area surrounding Lancaster.

The four Pennsylvania state PLESA projects attempted to serve both the urban and rural limited English-speaking populations. The most noteworthy is the Intermediate Unit 13 Library expansion and counseling effort. The project is located in New Holland, a tiny town in the heart of the Lancaster Valley, and that also provides resources to urban areas in that district, as well as to interested professionals throughout the country.

Project Funding and Overall Administration

The Department of Community Affairs, a division of the state Bureau of Human Resources, oversaw the Pennsylvania projects. Because the Department administers other funding to local officials, they were aware of a number of agencies and projects delivering limited English-speaking related services throughout the state and requested

A KEY MANAGEMENT QUESTION: WHO SHOULD ADMINISTER THE FUNDS?

Pennsylvania's Dennis Darling suggests that special grant funding should be able to go directly to the community-based agency providing services, rather than through administrative agencies such as his, which can do little more than monitor paper compliance. But the obstacle, as he sees it, is that although the community-based groups are good at providing services, they are usually not very good at writing winning proposals to get the grants. He does not have "the final answer" at this time, but suggests tentatively that experienced federal and prime sponsor evaluators should be able to separate wheat from chaff even when proposals are not very professional.

submission of proposals. All of the projects funded were already in existence, though not necessarily in their PLESA form.

Overall administration, too, came from the Department of Community Affairs, but since its offices are in Harrisburg and the projects were in four towns as much as 150 miles away, the Department was not able to take an active role in project operation.

This management structure, according to Dennis Darling, Human Resources Development specialist, was probably not the best approach. Harrisburg did not have the resources to do more than monitor paper compliance. He suggests that either a special agency for limited English-speaking affairs be set up on the state level, or that agencies delivering services be funded directly.

Meeting the Need for English Skills: Three E/L Projects

Two of the projects funded provided "survival" English as a second language (ESL); one provided three levels of ESL, including high school equivalency (GED) preparation for advanced students. The Reading Area YMCA provided 24 weeks of ESL training two hours a day, twice a week to 98 Puerto Ricans and migrant workers. The teacher developed her own curriculum that included some adapted consumer education materials developed by the Pennsylvania Department of Justice.

Allentown's Catholic Social Agency provided 80 Vietnamese refugees with 15 weeks of survival English, in two-hour sessions, twice a week. The first three months of the project were devoted to developing a survival/pre-vocational English curriculum, which unfortunately, left with the instructor once the project was completed. There is, in fact, very little information at all available on the Allentown project, because monitoring by the Catholic Social Agency was sketchy and the instructor operated virtually autonomously.

Chester's Widener College used Title III funds to help support and expand an ongoing ESL project aimed at improving the English and employability of Chester's Latin--mostly Puerto Rican population. Fifty-eight clients, including 20 mushroom pickers in the Kennett Square area were provided 200 hours of ESL three nights a week, three hours a night, for approximately 26 weeks. The course focused on conversation, structure, and "world of work," with additional GED preparation provided for advanced students. Of the three ESL projects funded, Chester's is the only one still in operation.

The Fourth Project: Counseling and Library Expansion

The fourth PLESA project provided some rather unique services --community-based personal and job counseling, and resource library expansion--which will be described in more detail in a subsequent section of this report. The agency that provided the services is also unique among those funded through PLESA. It is part of an educational Intermediate Unit. The Intermediate Unit system is used by states with a great many small school districts to centralize and coordinate services across a number of districts. Intermediate Unit 13 serves 22 school districts in the

Lancaster-Lebanon area. Its bilingual English as a second language (BESL) Center provides elementary, secondary, and adult education ESL resources for teachers in the Intermediate Unit 13 area, and for other educators throughout the state. Information is available on request to groups outside the state as well.

Planning

Originally, the Intermediate Unit 13 planned to use its PLESA funds to add an adult vocational education section to the ESL library, and to develop and deliver a video program on Vietnamese language and culture that would aid employers in understanding Vietnamese employees or potential employees. However, the proposed budget was cut almost in half, and the project was refocused to provide library development, counseling of Vietnamese clients, and personal contact with employers to improve employment opportunities for the clients.

New Holland's Main Thrust: Library Development

About the BESL Library

The Bilingual ESL library at Intermediate Unit 13 contains more than 9,500 books and materials adaptable to elementary, secondary, and adult education. In addition to the adult vocational materials, added during the Title III grant, the library contains teacher and student resources in the following areas:

- Adult Education
- Applied Linguistics
- Teacher Training
- Bilingual Education
- Pronunciation
- Reading and Writing
- Cultural Orientation (Latin-American and South East Asian groups)
- Testing and Evaluation
- Curriculum
- Guidance for Bilinguals
- Audio Visual

In addition, a number of professional services are available from the BESL staff, including:

- Materials Evaluation
- Setting Up a Bilingual or ESL Library
- Non-Verbal Communication
- Situational English
- Spanish Community Involvement
- Teaching Reading to Bilinguals
- Methods of Teaching Limited-English Speakers
- Puerto Rican Culture
- Issues in Bilingual Education
- Varieties of English

The library also provides handouts upon request, including annotated bibliographies of the vocational English and other adult ESL resources as well as bilingual cultural materials. The latter include stories and holiday-oriented information, targeted at adult Latin Americans and Vietnamese.

THE BESL CENTER LIBRARY:
A VALUABLE LESA PROGRAM RESOURCE

WHAT: BOOKS AND MATERIALS

The BESL Center brochure points out that more than 9,500 books and materials relevant to Bilingual Education are available at the Reference Center. Representative languages and cultures include

English as a Second Language
Adult Vocational English
Spanish as a First Language
Hispanic Culture
Vietnamese Language and Culture

IN-SERVICES

A number of professional services relevant to bilingual and ESL education are also available.

HANDOUTS

Bibliographies and cultural materials are available upon request.

WHERE:

BESL Center
Lancaster-Lebanon IU-13
100 Franklin Street
New Holland, PA 17557
Tel: (717) 354-4601

Open: 8-4 Weekdays

FOR WHOM:

The Center brochure states that their support is available "for teachers, aides, counselors, program administrators, university students, and community organizations." Books are available on loan to anyone interested in ESL education who visits the Center. Other information is available by mail or at the Center.

The Vocational Education and ESL for Adults Collections

A significant portion of Intermediate Unit 13's Title III funds were used to collect materials related to vocational education for non-native speakers, and to prepare an annotated bibliography of those that proved relevant and useful. The career and vocational English bibliography contains data concerning the author, title, publisher, publisher's address and price of each item, plus descriptive commentary, for 247 books and pamphlets.

The career and vocational education section has materials on general topics, such as interviewing, job hunting, and vocational opportunities. In addition there are technical terminology texts that would assist a person planning to attend a trade or vocational school. The specific career education materials are divided into 16 vocational areas, including college preparation.

Primarily through other funding, the Center also has developed a complete bibliography of ESL Adult Education books available through the library. This bibliography also lists the materials, the publisher and the price for each book or pamphlet, gives a short description of the content, and where appropriate, tells the level of English proficiency required. The texts acquired for this section mostly deal with real and everyday problems of an adult. In addition, some of the texts have supplements which present typical linguistic and cultural problems encountered by Chinese, Koreans, Japanese, Spanish, Tagalog, and Vietnamese speakers. Several texts are particularly

OF PARTICULAR INTEREST FROM THE BESL CENTER:
BIBLIOGRAPHIES OF TOPICS IN ENGLISH FOR ADULTS

In addition to the 247-title career and vocational English bibliography and the ESL for Adults bibliography, the BESL library provides selected biliographies on a number of topics of interest to programs serving adult students of English. These include:

- *Selected ESL for Adults (65 listings)*
- *Consumer Education (56 listings)*
- *GED Preparation (17 listings)*
- *Citizenship (19 listings)*
- *Driver Training (15 listings)*
- *Reading For Adults (91 listings)*

Materials are also categorized for a number of language groups. Bibliographies are available for the following:

- *Korean Language and Culture*
- *Vietnamese Language and Culture*
- *Thai Language and Culture*
- *Cambodian Language and Culture*
- *Chinese Language and Culture*
- *Hispanic Culture*

A Small Sample of the Library's Holdings

Communications by Meredith Rousseau. 1976: Lancaster-Lebanon Intermediate Unit, 1110 Enterprise Rd., East Petersburg, PA 17520. $1.25. Other titles in the series: *Community Services. Health. Money. Occupations.*

Anh Ngu Trong Cong Viec/English on the Job. 1976: Wisconsin Vocational Studies Center, University of Wisconsin-Madison, 321 Education Building, Box 49, Madison, WI 53706. $3.00.

Anh Ngu Trong Cong Viec/English on the Job: Book 2: same information as above.

Anh Ngu Trong Cong Viec/English on the Job: Book 3: same information as above.

Basic Electricity. 1975: Institute of Modern Language, 2622 Pitman Dr., Silver Spring, MD 20910. $6.95.

Be Informed Series. 1976: New Readers Press, Box 131, Syracuse, NY 13210. $12.50.

English as a Second Language: A New Approach for the Twenty-First Century. 1975. Modulearn, Inc., 32158 Camino Capistrano, San Juan Capistrano, CA 92675. $66.75.

English: Your New Language by Leo U. Benardo and Dora F. Pantell. 1972: Oxford University Press, 200 Madison Avenue, New York, NY 10016. $2.95 each.

Getting a Job by Florence Randall. 1973: Fearon Publishers, Inc., 6 Davis Dr., Belmont, CA 94002. $2.10.

In Your Country by Margaret A. Hudson and Ann A. Weaver. 1973: Fearon Publishers, Inc. 6 Davis Dr., Belmont, CA 94002. $0.99.

Janus Job Interview Kit by Wing Jen and Robert Tong. 1976: Janus Book Publishers, 25825 Mission Blvd., Hayward, CA 94544. $23.95.

Job Resumes by J. I. Biegeleisen. 1976: Follett Library Book Co., 4506 Northwest Highway, Crystal Lake, IL 60014. $3.99.

Jobs in Health Care by Stanley L. Englebardt. 1973: William Morrow and Co., Inc., 105 Madison Ave., New York, NY 10016. $5.95.

The Language of Computer Programming in English by John C. Keegel. 1976: Regents Publishing Co., Inc., 2 Park Ave., New York, NY 10016. $1.95.

Mechanic-Attendant (Real People at Work Series). 1974: Changing Times Education Service: Dept. PAW, 1729 H St., NW, Washington, D.C. 20006. $1.65.

Phonics One (A Scholastic Skills Book). 1973: Scholastic Book Services, 50 West 44th St., New York, NY 10036. $0.60.

suited for teaching illiterates to read or for teaching English literacy to adult students whose native alphabet is not the same as ours.

Counseling and Job Development for South East Asians

The other service that Intermediate Unit 13 provided with its PLESA grant was counseling and job development. The Lancaster-Lebanon area has a large concentration of resettled Vietnamese and other South East Asian refugees, many of whom have difficulty in setting realistic employment goals and finding suitable jobs. Employers in the area have traditionally been reluctant to hire foreigners, particularly Asians with English pronunciation problems. The Vietnamese/vocational specialist hired for the project spent approximately half her time finding and procuring materials for the vocational education and adult ESL library collections. The rest she spent counseling and talking with employers.

Finding clients was not difficult. The BESL Center is involved in ESL education for adults conducted at the Center and at area schools and many Vietnamese attend the classes. The family-community networks are strong, and word of a service travels very quickly. Altogether, over 111 clients were served during the project's six months of counseling.

Janet Purcell is an energetic and dynamic young woman. She does not easily take "no" for an answer, and "maybe" for her is tantamount to "yes." She approached not only personnel offices but line managers in area industries in an attempt to "pre-sell" her people. She pointed out that the hardest task was getting the first Vietnamese placed. Once employers see a good worker on the job, they are usually eager for more.

With the Vietnamese who appeared for counseling, she adopted what she called a "cheerleader approach." To overcome a culturally-induced reticence she suggested that they be aggressive in displaying their talents, and above all, "sell" their desire to do a good job. She also taught them to smile more, and not feel that smiling would be a sign of disrespect. Apparently her approach was successful. Of the 111 participants she counseled, 42 obtained employment and 17 entered a skills or language training program.

Results

At the end of the Title III period the Intermediate Unit 13 Library Development and Counseling project was not refunded. The library expansion effort was, of course, completed, but staff felt that there was still a great deal to be done in counseling and job development. The center director, Carolyn Ebel, has a chance now to apply for further funding, but she said that she will probably not because her counselor/job developer/librarian is leaving the center. The problem, as the director explained it, is finding someone who is both culturally sensitive and a good researcher.

But is the director pleased with what has been accomplished already? Indeed she is. "We added a significant collection to the library and we did a good job of counseling." During our visit a final footnote was added to the counseling effort. One of the clients called and said he was about to be accepted into the plumber's union as an apprentice, a position Ms. Purcell suggested he apply for. "And we've never been able to crack the unions before!" she said, smiling broadly.

The following reports were prepared by University Research Corporation as part of its study of the Program for Persons of Limited English-Speaking Ability. These reports may be ordered from:

National Technical Information Service
5285 Port Royal Road
Springfield, Virginia 22151

Program for Persons of Limited English-Speaking Ability: Summary of Projects Funded
Principal Authors: Jack Reynolds, Marta Kelsey

Case Studies

No. 1. Tucson, Arizona: ESL and Bilingual Vocational Training
by Jack Reynolds with Gladys Garcia

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No. 3. Bergen County, New Jersey: On-the-job Training and ESL
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No. 4. Laredo, Texas: Bilingual Training for Electricians and Import-Export Clerks
by Jack Reynolds

No. 5. Los Angeles, California: Training Chinese Cooks
by TinMyaingThein, Jack Reynolds

No. 6. Pennsylvania: Building a Vocational ESL Library
by Kamer Davis, Inese Balodis

No. 7. Honolulu, Hawaii: Developing Bilingual Vocational Curricula
by Jack Reynolds, TinMyaingThein

No. 8. Orange County, California: MoSL and ESL--A Study in Contrasts
by TinMyaingThein with Gladys Garcia

No. 9. Philadelphia, Pennsylvania: Community Support
by Kamer Davis, Inese Balodis

No. 10. San Francisco, California: Services for Asian Immigrants and Refugees
by Jack Reynolds

The PLESA Experience: Training and Employment Services for Persons of Limited English-Speaking Ability
by Jack Reynolds, Kamer Davis, Marta Kelsey
With An Annotated Bibliography of ESL Materials for PLESAs

PLESA

Program for Persons
of Limited
English-Speaking Ability

Case Study No. 7

Bilingual Vocational Curricula

by
Jack Reynolds
TinMyaingThein

Prepared for
U.S. Department of Labor
Employment and Training Administration
Office of Policy, Evaluation, and Research

by
University Research Corporation
Washington, D.C.
1978

HONOLULU HAWAII

ABSTRACT

This project developed and tested ESL reading, speaking, and translation booklets as well as videotapes for training clients from Korea, Vietnam, and the Phillipines to become nursing aides and autobody repair workers. The materials were tested in a 12-14 week ESL course.

Development of the materials took much longer than expected. Printing is still going on and will not be completed before early 1979.

The principal lessons learned were that materials development is very demanding and time-consuming, and that 12 to 14 weeks is not enough time to teach English to persons of limited English-speaking ability. Although the project did not achieve all of its objectives, it did develop 31 ESL booklets and 30 vocational-educational videotapes, which it plans to make available to other projects.

BIBLIOGRAPHIC DATA SHEET	1. Report No.	2.	3. Recipient's Accession No.

4. Title and Subtitle: Program for Persons of Limited English-Speaking Ability: Case Studies. No. 7. Honolulu, Hawaii: Developing Bilingual Vocational Curricula

5. Report Date: November, 1978

6.

7. Author(s): Jack Reynolds, TinMyaingThein

8. Performing Organization Rept. No. 2500-2

9. Performing Organization Name and Address:
University Research Corporation
5530 Wisconsin Avenue, N.W.
Washington, D.C. 20015

10. Project/Task/Work Unit No.

11. Contract/Grant No. 20-11-77-31

12. Sponsoring Organization Name and Address:
U.S. Department of Labor
Employment and Training Administration
Office of Policy, Evaluation, and Research--Office of Research and Development, 601 D Street, N.W., Washington, D.C. 20213

13. Type of Report & Period Covered: Ten Case Studies

14.

15. Supplementary Notes

None.

16. Abstracts: Through the Program for Persons of Limited English-Speaking Ability (PLESA), 47 prime sponsors provided training and employment assistance to more than 6,000 persons of limited English-speaking ability.

These case studies are part of the Department of Labor's continuing effort to meet its responsibilities to conduct studies and disseminate information about such programs, developed under the Comprehensive Employment and Training Act (CETA).

The Honolulu PLESA project developed and tested ESL reading, speaking, and translation booklets as well as videotapes for training clients from Korea, Vietnam, and the Phillipines to become nursing aides and autobody repair workers. The materials were tested in a 12-14 week ESL course.

17. Key Words and Document Analysis. 17a. Descriptors

Counseling-vocational interests
Education
Ethnic groups
Manpower
Recruitment
Unskilled workers

17b. Identifiers Open-Ended Terms

ESL - English as a second language
PLESA - Persons of limited English-speaking ability

17c. COSATI Field/Group: Linguistics

18. Availability Statement: Distribution is unlimited. Available from National Technical Information Service, Springfield, Va. 22151.	19. Security Class (This Report) UNCLASSIFIED	21. No. of Pages
	20. Security Class (This Page) UNCLASSIFIED	22. Price

FORM NTIS-35 (REV. 3-72) THIS FORM MAY BE REPRODUCED USCOMM-DC 1495...

HONOLULU

PRIME SPONSOR: City and County of Honolulu
ADDRESS: Office of Human Resources, 650 King St., 6th Floor, Honolulu, HI 96813
CONTACT: Tom Faye
TELEPHONE: (808) 523-4494
GRANT NUMBER: 15-6044-37
GRANT PERIOD: 8/1/76 to 7/31/77 extended to 12/30/77
GRANT AMOUNT: $178,833

PROJECT NAME: English as a Second Language
ADDRESS: Same as Prime Sponsor
CONTACT: Same as Prime Sponsor
TELEPHONE: Same as Prime Sponsor
SUBCONTRACTOR: University of Hawaii

BRIEF PROJECT DESCRIPTION: The project developed model ESL curricula and materials for auto body repair workers and nursing aides. Translation manuals were developed in Korean, Vietnamese, and Ilocano. The curricula were tested on 85 Asians and also introduced to educational institutions in the state through workshops.

INITIAL TARGET GROUP: Ninety Asians (Koreans, Vietnamese, Filipinos, Samoans, and Laotians).

PROJECT OBJECTIVES: 1) To enroll 90 Asian students in the ESL program by the end of the program year and place approximately 10 percent of them in jobs afterwards; 2) to develop English as a Second Language curricula for specific job skills; and 3) to develop linkages with schools in order to institutionalize the curriculum packages developed.

CLIENT RECRUITMENT AND SELECTION CRITERIA: Recruiting was conducted through announcements in the media, public notices, and contacts with various government and community agencies. To be eligible, an applicant had to have limited English-speaking ability and meet CETA Title I requirements.

CLIENT ASSESSMENT: Provided through ongoing CETA Title I programs.

CLIENT COUNSELING: Provided through Title I.

ENGLISH LANGUAGE INSTRUCTION: The University of Hawaii developed a model occupational ESL curriculum which could be adapted to a variety of occupational specialties. Two versions were produced and tested: auto body repair and nursing aide. Each version was based on a core curriculum but varied in terms of vocabulary, practice conversations, and so forth. Participants received 12 to 14 weeks of ESL instruction for four hours per day.

OCCUPATIONAL SKILLS TRAINING: Offered concurrently through Title I. Trainees were instructed for four hours per day.

JOB DEVELOPMENT AND JOB PLACEMENT: Provided through Title I.

FOLLOW-UP PROGRAM: Provided through Title I.

SUPPORTIVE SERVICES: Provided through Title I.

OTHER PRINCIPAL ACTIVITIES: Workshops and seminars were conducted to introduce the ESL model curriculum to other educational institutions in the state.

ORGANIZATION: The City and County Consortium of Honolulu, Office of Human Resources, was responsible for overall administration of the program, including program monitoring and evaluation. The Community College System of the University of Hawaii, a subcontractor, developed the curricula. The Honolulu Job Resources Center provided all the Title I services.

STAFFING: The staff included one project director, five instructors, three bilingual aides, and one clerk stenographer.

BUDGET:

	Planned	Actual	Percent of Plan
Administration	$ 27,549	$ 15,948	58
Services	151,334	156,656	104
	$178,883	$172,604	96

CLIENT PROFILE: All 85 clients were Asians of limited English-speaking ability--43 percent Koreans, [illegible] percent Vietnamese, and 25 percent Filipinos; 68 percent were male; 65 percent were between the ages of 22 and 44; 73 percent had at least completed high school; and all but one were unemployed.

OUTCOMES:

	Planned	Actual	Percent of Plan
Total Clients	104	85	82
Total Terminations	89	37	42
Total Placements	68	23	34
Placement Rate	.654	.271	41
Cost per Placement	$2,631	$7,505	285

PROGRESS OR PROBLEMS: The program was the first of its kind in Hawaii, and was considered successful even though some tasks and activities did not reach a planned level. The program was delayed for two months in starting and extended five months. As of May, 1978 some materials were still not printed. The 12 to 14 weeks of instruction were too short.

CONTINUATION: Program extended to December 30, 1977. Materials used in Title I and other programs.

NOTEWORTHY FEATURES: Culturally oriented, model curriculum was developed for specific occupations in auto body repair and nursing aide.

REPLICATION ISSUES: The ESL curriculum was developed especially for replication.

DOCUMENTATION AVAILABLE: Thirty-one ESL booklets to use for speaking, reading, and vocabulary; translation manuals for Korean, Vietnamese and Ilocano; videotapes--all covering two subjects: auto body repair and nursing aide.

Curricula Development

The unique feature of this project was that it was conceived as a curriculum, rather than a training, project. Hawaii had a large number of ESL training projects, but very little was available in vocational ESL, particularly for Asian immigrants.

Another reason that the prime sponsor selected a curriculum development rather than a training approach was that it wanted to submit a competitive proposal. After considering a number of project ideas, curriculum development was selected as the most competitive.

There was an obvious need for this type of project in Hawaii. The state had received a large number of Filipino, Korean, and Vietnamese immigrants in the last 15 years. ESL and skills training for these people was definitely needed.

Why Occupational ESL?

ESL was selected as the area to be developed through the grant for a number of reasons: (1) some immigrants are well educated or already skilled and only need to learn English to get a job; (2) skills training in the Honolulu Job Resources Center (HJRC) and most other sites is only given in English; (3) the United States is an English-speaking country, and immigrants will have to learn English to get along and to advance in their jobs; (4) many jobs require the employee to deal with the public, and this must be done in English; (5) OSHA rules and regulations are in English, and employers worry about the safety of persons who cannot read and understand English; and (6) skills training was already available through Title I for those who could qualify.

The prime sponsor proposed to develop occupationally oriented materials, model curricula for two specific occupations (auto-body repair and nursing aide), and a curriculum development process. The entire project was designed to facilitate replication. With a model curriculum and a documented curriculum development process, the prime sponsor hoped that other agencies would continue to develop specific materials for other occupational areas.

Another objective, designed to facilitate replication, was dissemination of the models through workshops and seminars. The principal target groups were other ESL and adult education organizations in the country.

The initial target groups included Samoans, Laotians, and Hapa (part) Hawaiians as well as Filipinos, Vietnamese, and Koreans. The first three were dropped for several reasons. The Hapa Hawaiians who speak pidgin English were offended by any suggestion that they had problems with English. There were too few Samoans who had English problems to warrant special training. And, the Laotian population was too small to warrant a special curriculum.

The Filipinos, Koreans, and Vietnamese were significant segments of the immigrant population, and did have special needs for ESL instruction and skills training. But the needs were different for each group.

Filipinos, Vietnamese, and Koreans had different ESL needs.

The Filipinos needed to improve their conversational skills, especially pronunciation. Most Filipinos in Hawaii learned English in the Philippines. They usually went to American-oriented schools, studied in English, and knew how to read and write well. But they spoke English with a heavy Filipino accent that was often unintelligible to the average American. The Vietnamese and the Koreans, on the other hand, had little or no English training and needed to learn vocabulary, reading, and writing as well as conversation. The Vietnamese had a greater working knowledge of English than the Koreans, probably because of their recent exposure to Americans. The Koreans had the most difficulty speaking, and were particularly shy. Thus, all three groups needed ESL materials, but the materials had to meet their specific needs. Therefore, the project planned to develop materials for each target group.

The skills training was to be handled by the Honolulu Job Resources Center (HJRC) under Title I, but this influenced the vocational areas selected for ESL. HJRC already offered auto body repair and nursing aide training, along with a variety of other vocational training programs. Thus, it was convenient to develop the ESL materials for these areas. Also, the prime sponsor knew that there was a demand for nursing aides and autobody repair workers and that persons trained in ESL could be placed in Title I training programs in these two areas.

More Time Was Needed

The prime sponsor feels that these objectives were realistic, carefully thought out, and achievable. If the project were to be done again, the only change that would be made would be to allow more time. Both the time proposed to develop the curricula (one year) and the time allowed for ESL instruction (12 to 14 weeks) were too short. The former was dictated, for the most part, by the constraints imposed by the grant. The latter was based on professional judgment.

All agreed that the project attempted too much in the amount of time available. One year was too short a time to develop a curriculum in two subject areas, for three language groups, that covered reading, listening, and speaking. If done again, either more time would be allowed (two to three years) or the scope would be drastically reduced. For example, the materials could be limited to listening, and exclude reading and speaking.

All staff also agreed that three months was too short a period of time to teach English to this clientele. Some had no English at all on entry. The staff feel that these people would need a year of intensive, general ESL before they would be ready for vocational training. At the present time, the prime sponsor advises those with zero-level English to learn some

general English first, and then apply to CETA. The CETA ESL training available (three to six months) is not enough to help them. If ESL training cannot be extended, then the staff feels that only persons who can speak English moderately well should be admitted. These people can be helped in the time available.

Organization

The project was organized simply. The prime sponsor contracted with the Community College System of the University of Hawaii to develop the materials and conduct the training. Originally, the ESL Department of the University was going to develop the curriculum and the community colleges were to conduct the training. After the grant was awarded, this was seen as a difficult organizational split. The chancellors of the two university organizations got together and agreed to have the Community College System run the entire project. This seemed to work out well.

The project director was, therefore, in charge of both ESL curriculum development and training. The HJRC handled all CETA and skill training services for the participants, who were enrolled jointly in the PLESA Title III project and the regular Title I program. An ESL committee was formed to provide advice to the project. The committee was made up of individuals from various interested sectors of the community: immigration, ESL, manpower planning, community agencies, and the various ethnic groups. The committee was helpful in reacting to the materials, but could have been more useful if it had included more vocational experts would probably be involved, and members of the educational community would probably be invited to participate. The staff felt it should have worked more closely with this last group throughout the project, since they were the people expected to use the materials.

The staff on the project worked overtime throughout most of the project to meet their self-imposed deadlines and high standards. Bilingual aides were used in the classroom and in developing the translation manuals. One aide was used for each language group: Korean, Vietnamese, and Ilocano (Filipino). They were thought to be indispensable.

> *In developing a curriculum, the staff needs to know ESL, the vocational area, and the target group.*

One of the lessons learned was that staff needs to know both ESL and the vocational area being developed. This staff knew nothing about autobody repair and nursing. They tried to learn through readings, but this was not helpful. Eventually, they spent time in the skill training classes, the autobody repair shops, and the hospitals. This was critical to learning the

subjects, vocabulary, terminology, phrases, and conversations that were typical and important enough to be included in the materials. Consultants were also brought in, and this was helpful. However, it was only while this technical input was being gained that the curriculum and materials were being developed and tested. Lacking sufficient content for the autobody repair curriculum, the first topics that were developed were general survival English, convering such areas as buying furniture, going to the doctor, and opening a checking account. Looking back, the staff indicated that it would probably be better to include individuals who know the vocational area, ESL, and the immigrant target group, early in the curriculum development process.

PLESA CURRICULUM MATERIALS -- HONOLULU

Autobody Materials	*Number of Volumes*
Speakeasy	*2*
Hearsay	*3*
Reading Right	*3*
Teacher's Manual	*1*
Vietnamese Translation Manuals for:	
Speakeasy	*1*
Hearsay	*1*
Korean Translation Manuals for:	
Speakeasy	*1*
Hearsay	*1*
Ilocano Translation Manuals for:	
Speakeasy	*1*
Reading Right	*1*
Nursing Aide Materials	
Speakeasy	*1*
Hearsay	*3*
Reading Right	*5*
Teacher's Manual	*1*
Korean Translation Manual for Reading Right	*1*
Ilocano Translation Manual for Reading Right	*1*
Vietnamese Translation Manual for Reading Right	*1*
Tagalog Translation Manual for Reading Right	*1*
TOTAL	*31*

The Materials

The materials developed in this project were the principal outcomes. In general they fall into two categories: booklets and videotapes.

Booklets in Three Languages

The booklets consist of 31 separate volumes of 40 to 200 pages. Each content area (autobody repair and nursing aide) has a set of books for reading (Read-Right: A Text for Reading), speaking and listening (Speakeasy: A Text for Speaking), and translation manuals for each language group (Korean, Vietnamese, and Ilocano).

The reading materials are organized into units, which are written around a central topic. The units include explanatory sections, exercises, reading passages, and quizzes. The reading units are coordinated with the speaking and listening texts, but can be used independently. The units in the speaking texts have four main parts: a preview of the unit, dialogues, questions, and review exercises. The translation manuals contain translations of some of the materials found in the texts. The reading and speaking texts were developed by the instructors, and the translation texts by the bilingual aides. The aides spent almost half of their time at the work sites observing the operations and the participants. When they identified problems the participants were having, they reported this to the instructors. The problems were then incorporated into the reading, speaking, or translation texts.

The materials developed process went slowly. It took much longer than expected. The staff was developing, testing, and revising the material all at the same time. Originally five booklets were anticipated. Eventually more than 20 were developed. Printing was a problem because of the heavy printing schedule at the college. The project was extended five months, but four months after the extension only seven of the volumes had been printed. Completion of printing is expected by early 1979.

The materials combine vocational and survival topics. For example, one unit deals with using power tools and the next with buying a used car. This would be changed in the future, because the staff felt that the students needed at least one class a day in general ESL and that there are already many materials that could be used for this purpose.

Videotapes

One instructor, who developed the autobody repair materials, felt that instead of booklets, it would be better to put all of the vocational content on videotape. Written materials could be developed for speaking and reading, but videotape could be used for listening and communication about content.

The project did develop videotapes in both autobody repair and nursing. They are different in approach. The nursing tapes are simple lectures by a trained nurse. The autobody tapes are broken into 15 units, one for each week of the course. Each

unit is broken into three-minute mini-lectures, and each mini-lecture is broken down into one-minute segments. There is a break after each segment. The instructor plays a segment, plays it again, discusses the points raised in the segment, plays it again, and then gives a short quiz on the content. After a series of segments the instructor gives a major quiz. The tapes teach both content and listening. The actor is a real autobody repairman who uses real tools in the videotape, and who also speaks naturally.

These tapes were to be cut down and placed on three-minute reels, but funds ran out before this was done, and it is uncertain whether it will be done. Still, for all intents and purposes, the tapes are completed. They have titles, have been edited, and are ready to be reproduced. The staff also produced student handbooks, teacher's manuals, and transcripts of the tapes. These are all waiting to be printed.

Testing Curricula

Although this was a curriculum development project, the materials were tested on Korean, Vietnamese, and Filipino participants. Training was carried out four hours a day, five days a week, for 12 to 14 weeks. The participants spent an additional four hours a day at work stations receiving either nursing or autobody repair training. The two groups were instructed separately in classes that had an average of 16 participants.

Initially, the staff planned to select only participants who had some ability in English. Later, they decided that if the materials were to be tested adequately, they would have to be tested on all levels of applicants. Thus, they decided to select all who applied.

The participants were tested for language ability in their native language and in English, and they were also tested for general intelligence. The tests, such as the Michigan Language Proficiency test and the Miller Analogies Test, were used to find out how much the students already knew, so that the materials could be developed to meet their needs. But they were also used for placement. Those who scored above 50 on the Michigan test were put in an advanced program and those who scored below went to a basic ESL program. The staff found that these testing procedures were adequate for their purposes, but in retrospect, the staff would now raise entry standards if more time were not available for ESL instruction.

Also, in retrospect, the staff felt that the participants needed intensive, general ESL before they were thrust into vocational education. Many students did not have enough English ability to function at the work site. For both these participants and their employers this was very frustrating. The employers could not communicate with the participants, and quickly gave up trying. Some

participants ended up spending most of their time sweeping floors and consequently received no real training. All agreed that in future efforts, program participants would have to have a minimum level of English before they were sent to a work station.

Three months of intensive general ESL, followed by three months of vocational ESL and vocational education, would be a minimum for intermediate levels. Some lower-level participants would need a year or more of intensive ESL.

The staff would also test motivation in the future before selecting a participant. Some immigrants were highly motivated to find jobs, while others joined the program only for the allowances. The staff felt that only half of those selected were interested and worked hard.

The sequencing of content was also found to be important. The staff now feels that an ESL curriculum that is limited to vocational English would be too boring. Also, they feel it is important to give the students general English ability so that they can function in our English-speaking environment. Now the staff is trying to develop a program of three, three-month cycles, starting with things that are most important to the participants, such as family, health, shopping, and employment interviews. The first three months will be basic and general ESL. The next three months will phase in vocational education, and the last three months will be strictly vocational education. This general approach would be flexible and allow students to move at their own pace to different levels.

Dissemination of the materials was a problem. Workshops were planned to demonstrate the materials and encourage educators to use them. Three workshops were held on the island of Oahu for local educators. Unfortunately, the materials were not ready at the time the workshops were held. Brochures and samples were distributed, the staff described the materials, and some videotape clips were shown. Since the printed materials are still not completed and since the plans for the viedotapes are uncertain, dissemination is still uncertain. In addition, due to budget limitations, only 100 sets of written materials will be printed. Additional printing would have to be financed with other funds.

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No. 6. Pennsylvania: Building a Vocational ESL Library
by Kamer Davis, Inese Palodis

No. 7. Honolulu, Hawaii: Developing Bilingual Vocational Curricula
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No. 8. Orange County, California: MESL and ESL--A Study in Contrasts
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No. 9. Philadelphia, Pennsylvania: Community Support
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No. 10. San Francisco, California: Services for Asian Immigrants and Refugees
by Jack Reynolds

The PLESA Experience: Training and Employment Services for Persons of Limited English-Speaking Ability
by Jack Reynolds, Kamer Davis, Marta Kelsey
With An Annotated Bibliography of ESL Materials for PLESAs

PLESA

Program for Persons
of Limited
English-Speaking Ability

Case Study No. 8

MESL and ESL— A Study in Contrasts

by
TinMyaingThein
with
Gladys Garcia

Prepared for
U.S. Department of Labor
Employment and Training Administration
Office of Policy, Evaluation, and Research

by
University Research Corporation
Washington, D.C.
1978

ORANGE COUNTY CALIFORNIA

ABSTRACT

This project offered 13 weeks of MESL instruction to 40 Spanish-speaking students through SER, Jobs for Progress, Inc., and nine months of ESL instruction to 20 Asian refugees through the Garden Grove Lincoln Educational Training Center.

The SER organization was thoroughly experienced in delivering MESL training. They had a tested curriculum, experienced staff, contacts with community organizations and employers, and a management system that made all the pieces of the project work together. They also recognized the importance of selecting the kinds of students who could best benefit from the training. The students had enough educational background for the program as well as marketable skills. By the end of the project period, SER had placed 53 of its 110 students (48 percent) and had enrolled 33 others in other training programs.

The Garden Grove component ran into difficulties and had to keep extending its ESL instruction, first from 13 weeks to 6 months, then to 9 months. At the end of the project only one student was placed and the remainder were enrolled in Title I programs. Among Garden Grove's more serious problems were: (1) the trainees did not have the educational level or vocational skills expected; (2) there were not adequate tools for assessing language proficiency and educational levels; (3) the trainees were refugees and had emotional and cultural problems; and (4) ESL training took much longer than expected.

BIBLIOGRAPHIC DATA SHEET	1. Report No.	2.	3. Recipient's Accession No.

4. Title and Subtitle: Program for Persons of Limited English-Speaking Ability: Case Studies. No. 8. Orange County, California: MESL and ESL--A Study in Contracts

5. Report Date: November, 1978

6.

7. Author(s): TinMyaingThein with Gladys Garcia

8. Performing Organization Rept. No. 2500-2

9. Performing Organization Name and Address:
University Research Corporation
5530 Wisconsin Avenue, N.W.
Washington, D.C. 20015

10. Project/Task/Work Unit No.

11. Contract/Grant No. 20-11-77-31

12. Sponsoring Organization Name and Address:
U.S. Department of Labor
Employment and Training Administration
Office of Policy, Evaluation, and Research--Office of Research and Development, 601 D Street, N.W., Washington, D.C. 20213

13. Type of Report & Period Covered: Ten Case Studies

14.

15. Supplementary Notes

None.

16. Abstracts: Through the Program for Persons of Limited English-Speaking Ability (PLESA), 47 prime sponsors provided training and employment assistance to more than 6,000 persons of limited English-speaking ability.

These case studies are part of the Department of Labor's continuing effort to meet its responsibilities to conduct studies and disseminate information about such programs, developed under the Comprehensive Employment and Training Act (CETA).

The Orange County project offered 13 weeks of MESL instruction to 40 Spanish-speaking students through SER, Jobs for Progress, Inc., and nine months of ESL instruction to 20 Asian refugees through the Garden Grove Lincoln Educational Training Center.

17. Key Words and Document Analysis. 17a. Descriptors

Counseling-vocational interests
Education
Ethnic groups
Manpower
Recruitment
Unskilled workers

17b. Identifiers Open-Ended Terms

ESL - English as a second language
PLESA - Persons of limited English-speaking ability

17c. COSATI Field/Group: Linguistics

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FORM NTIS-35 (REV. 3-72) THIS FORM MAY BE REPRODUCED USCOMM-DC 14952

ORANGE COUNTY

PRIME SPONSOR: Orange County Manpower Commission
ADDRESS: 433 Civic Center Dr., West, Santa Ana, CA 92701
CONTACT: Anita DelRio, Director
TELEPHONE: (714) 834-6694
GRANT NUMBER: 06-6032-37
GRANT PERIOD: 3/15/76 to 3/14/77
GRANT AMOUNT: $150,000
PROJECT NAME: Manpower English as a Second Language and English as a Second Language

ADDRESS: 1928 West 17th Street, Santa Ana, CA 92706; 11262 Garden Grove Blvd., Garden Grove, CA 92643
CONTACT: Lillian Panteria, Herbert Berry
TELEPHONE: (714) 835-9204; (714) 638-6533
SUBCONTRACTORS: Project SER, Garden Grove Lincoln Educational Training Center, Community Development Council

BRIEF PROJECT DESCRIPTION: The project offered 110 Spanish-speaking students 13 weeks of full-time Manpower English language instruction under the direction of Project SER. The Garden Grove program provided allowances for 20 Asian refugees so they could participate in nine months of ESL instruction.

INITIAL TARGET GROUPS: Eighty Hispanics and 25 Asians and Indochinese refugees with little or no English-speaking ability.

PROJECT OBJECTIVES: Upon completion of the Project SER program, participants were expected to be able to understand and speak English well enough to follow various types of instructions, especially job applications and other commonly used forms. The performance objectives were 70 percent placement, 10 percent positive terminations. Garden Grove planned to provide 12 weeks of ESL and vocational training. Eighty percent were expected to complete training and enter unsubsidized employment.

CLIENT RECRUITMENT AND SELECTION CRITERIA: Recruitment activities were conducted as part of the Title I program. To be selected, candidates had to have limited English-speaking ability; meet the CETA regulations; and be economically disadvantaged, unemployed, or underemployed.

CLIENT ASSESSMENT: Evaluations were made under Title III at the beginning and during the course of the program with regard to knowledge of English, vocational goals, and additional services needed.

CLIENT COUNSELING: SER provided individual, personal, and vocational counseling in the participants' native language when needed.

ENGLISH LANGUAGE INSTRUCTION: Manpower English was offered to groups of 20 participants for a minimum of 13 weeks, on an open-entry, open-exit, full-time basis. The course emphasized general communication, grammar, and job-oriented vocabulary in the Project SER program. At Garden Grove, 15 to 20 participants were given training in basic communication skills in a 13-week, open-entry, 500-hour programmed ESL instruction.

JOB DEVELOPMENT AND PLACEMENT: Offered through Title I.

FOLLOW-UP PROGRAM: Participants placed in jobs were checked 30, 60, and 90 days after termination. This was part of Title I.

SUPPORTIVE SERVICES: Both projects offered general support services--medical, counseling, legal aid, and child care.

ORGANIZATION: The Orange County Manpower Commission was responsible for the overall administration of the program. The subcontractors designed and implemented the training.

STAFFING: The SER program had one clerk assistant, one MESL instructor, one audiovisual instructor's aide, one teacher's aide. No staff was paid through Title III for Garden Grove.

BUDGET:

	Planned	Actual	Percent of Plan
Administration	$ 14,000	$ 9,000	64
Allowances	99,166	99,166	100
Training	32,834	35,609	108
Services	4,000	6,225	155
Total	$150,000	$150,000	100

CLIENT PROFILE: Of the 110 participants in Project SER, 56 percent of the participants were male, 60 percent were the 22 to 44 years-of-age, 43 percent had less than an eighth grade education, and all were Spanish-speaking. In the Garden Grove Lincoln Center program, all the participants were Vietnamese, 67 percent were male, 85 percent had less than a 12th grade education, and all were considered to be economically disadvantaged.

OUTCOMES:

	Planned	Actual	Percent of Plan
Total Clients	105	130	124
Total Terminations	105	130	124
Total Placements	56	54	96
Placement Rate	.533	.415	78
Cost per Placement	$2,679	$2,778	104

PROGRESS OR PROBLEMS: Project SER reported no major problems. For Garden Grove, all terminations were positive and attendance was better than 98 percent. But there was insufficient lead time to develop the program and problems arose concerning the time limitations of the program.

CONTINUATION: The Project SER program continued until September 30, 1977 with Title I monies.

NOTEWORTHY FEATURES: SER MESL training approach.

REPLICATION ISSUES: Lack of assessment materials for Asians.

DOCUMENTATION AVAILABLE: Training curriculum records.

Contrasting ESL Projects

SER and Garden Grove had very different experiences--from setting objectives to the results obtained.

Garden Grove made some assumptions about the Asian target population based on previous ESL training courses given to Asian students. But the Title III students had a lower level of education and came from a lower socioeconomic class than was anticipated and Garden Grove's objectives proved to be too ambitious.

Originally the Garden Grove project included vocational orientation (for example, in auto mechanics) in the morning and ESL in the afternoon. This did not work out because the Asian trainees required much more ESL instruction to understand the vocational component and it was dropped. Training was to have lasted 13 weeks in both programs. Garden Grove had to extend ESL instruction to six months when it became apparent that the students were not ready after 13 weeks. It was extended again to nine months, and even that was not enough. A major problem, too, was that the students were not able or willing to find and keep jobs.

> *The Garden Grove project became a feeder to Title I programs.*

SER's 13-week course was sufficient for most students. This was because the students were more job-ready and had more skills to begin with, and the MESL instruction was more oriented toward obtaining and maintaining employment than the Garden Grove training. But not everyone was placed. Twenty of SER's students who were on board at the end of the PLESA contract were transferred to MESL under Title I.

Both Were Experienced

SER and the Garden Grove Lincoln Training Center were selected because they had experience and existing language programs. Because the Title III clients were similar to SER's other clientele, SER was able to bring its considerable experience, community contracts, and other resources directly to the PLESA project. Moreover, SER is a national organization, and the local group was able to draw on the resources and experience of SER's other projects. At Garden Grove, however, the organization's previous ESL experience did not prove particularly helpful. The clients were not similar to their past clientele and the project had to adjust its system to meet different needs.

Staffing was also very different at the two projects. SER's MESL instructor was described by more than one person as the single most important feature of the project. She was described as being highly motivated, and as having a tremendous rapport with her students. She introduced ideas that she had observed in ESL classes in Hong Kong, where she had been on vacation. And, she stressed that students should be independent of her and be independent in their use of English.

Garden Grove had the opposite experience. One of the teachers was a Vietnamese trained in Paris. She tended to be easy on some students and to make excuses for them. Her attitude toward others, who were not of the same high social status as she, hurt the way she dealt with the class.

Some of the other Garden Grove instructors, who were not Vietnamese, were not sensitive to the cultural differences and had problems dealing and communicating with their students.

> *Cultural sensitivity, dedication, creativity, and teamwork are important in staff.*

The SER project also stressed teamwork. They formed an Employment Development Team consisting of the instructor, counselor, and Title I job developer. There was a lot of interaction among the team members, and they worked together to make the instruction relevant and to prepare the students for employment. This was a strong feature of the program and contributed to its success.

Recruitment was not a problem for SER. One device they used was a quarterly luncheon that they regularly sponsored for representatives of community organizations. They used these luncheons to talk about the program, to get input about needs in the communities, and to recruit participants.

Garden Grove had difficulty at first recruiting participants. The Vietnamese didn't seem to be culturally ready to join such a program. Later they began to see it as an honor or an educational scholarship. Some applicants actually quit their jobs to join.

Selection criteria differed between SER and Garden Grove. In general, SER conducted a detailed assessment to select persons who would be successful. Garden Grove was not as strict and was mostly concerned with the applicants meeting CETA criteria, having some linguistic ability, and a positive attitude.

Counseling was not conducted at Garden Grove under Title III, but was at SER, which considered it to be a very important part of the project. SER provided individual counseling through a bilingual staff. Counseling touched on motivation to do well in training as well as vocational and personal issues. The counselor also conducted exit and follow-up interviews that provided the project and the participants with a great deal of continuity.

MESL vs. ESL

SER taught survival and Manpower English (MESL). SER reasoned that the students already had vocational skills that were marketable and needed only this type of English to get jobs. This assumption proved to be true, and SER was able to surpass its training objectives in enrollment, placement, and job retention.

[illegible] built cultural awareness and [illegible] activity into the MESL instruction both for the students and for the instructors. This was also important.

Garden Grove had difficulty meeting its objectives, mostly because of the students' low level of education and skills and because the training period (13 weeks) was too short for this group. The director felt that an effective ESL/vocational training program could take up to two years.

The 110 Spanish-speaking students in the SER program got along well in their MESL classes. The 20 Vietnamese students in the Garden Grove classes were more difficult to deal with. Cliques formed based on the social status that had operated in Viet Nam; the cliques did not interact with or speak to each other; and older students pressured the younger ones to maintain old customs, some of which inhibited learning. Toward the end of the program the staff found that the students' rate of learning dropped. Interviews showed that they felt secure in their ESL classes and did not want to leave.

Differences in Testing

Assessment by SER covered English ability, job readiness, and basic education. The following tests were used and were found to be useful: Job Preparation Course Test, Adult Basic Education Test, Advanced Adult Education Test, and the Davis Diagnostic Test for Students of English as a Second Language. These tests were used to place the students in three levels of classes (low, intermediate, advanced) on an open-entry/ open-exit basis. No problems were encountered.

Garden Grove used tests to assess basic math, reading, comprehension and skills, but not English. These included the Adult Basic Learning Examination, Comprehensive Test of Basic Skills, and others. The staff found that these tests had little meaning as fas as their students were concerned. Those who did well on the tests did not do well in class. The staff feels that comprehensive testing and assessment tools are needed for Asians. Also, they found that Asian college degrees are about equivalent to high school diplomas here, so the amount of formal education is not necessarily indicative of the relative level of education.

Because of their experience with this program, the Garden Grove staff made some changes in their Title I program. Trainees are now assessed in English language ability before they enter Title I ESL training. However, there is still a problem with this testing because the training time is still limited and the staff does not know what level of English is required for entry level jobs.

A Variety of Techniques

SER's ESL curriculum was broken down into five language clusters and five survival clusters. The former dealt with linguistic concepts and the latter with phrases and situations. The instructor was free to mix these and vary the emphasis depending on the needs of the class.

The SER instruction used a variety of techniques; mock interviews prepared the students for the most unbearable situations; oral competitive drills were held daily to see which students could communicate the longest; a weekly written exam was given and the

student with the highest score won a free lunch; modern popular songs were taped, transcribed, and sung; the students learned Christmas carols and sang them for the SER staff; SER staff visited the classroom where they were put in "the hot seat" and bombarded with questions by the students; and guest speakers came from the Santa Ana Police Department, the Santa Ana Housing Authority, and the Legal Aid Society to discuss issues of real interest to the students, ranging from police procedures and aliens' rights to how to apply for subsidized housing and use the small claims court.

There were also field trips, which proved to be very successful. One trip to the Employment Development Department resulted in five students getting jobs on the spot. Another to the Santa Ana College resulted in two students enrolling for the following semester. A trip to Rancho Santiago's Career Education Department involved an oral presentation on career planning followed by individual sessions with counselors to work out career plans for the next six months, one, three and five years.

The Garden Grove ESL instruction also used a flexible curriculum. Tapes, records, and drills were used daily. Group singing, visual aids, learning centers, lectures by guest speakers, and field trips were also employed. Skits were acted out about such common situations as buying articles at department stores and making emergency calls to the police.

SER used a variety of materials, including some bilingual ones: Basic English Review; Mastering American English; Practical Conversation in English; Working with Words; My Country, the USA ; Buying Guides; Becoming a More Effective Person; Communication with Others; A Job for You; the Steck-Vaughn series in health, Resúmen Practioco de la Gramática Inglesa; and Inglés Objectivo Moderno Segundo Curso. Garden Grove used the Hoffman readers, audio-visual materials, film strips, and other instructor-developed materials.

SER's team approach to monitoring student progress also worked well. Students were assessed formally and informally each month by each member of the Employment Development Team. A constant flow of information among members of the team permitted the instructor and counselor to adjust the training to fit job opportunities and trainees' needs; it also permitted the job developer to match students with openings as they came up.

Tests at the end of the training showed that some students had advanced one-half or one full grade in English in the 13 weeks. By the end of the project period 53 of its 110 students were placed in jobs and 33 others were enrolled in other training projects.

Garden Grove also monitored its trainees on a monthly basis. Test results showed that all of the trainees made progress, and it was obvious that they were eager to learn and willing to put

out a lot of effort. But they had some problems. The available testing techniques were not sufficient for assessing the students. The ESL instruction was continually extended, and even after nine months those who passed the tests and were considered to be qualified for jobs had difficulty finding and retaining employment. All but one returned for Title I training.

The following reports were prepared by University Research Corporation as part of its study of the Program for Persons of Limited English-Speaking Ability. These reports may be ordered from:

National Technical Information Service
5285 Port Royal Road
Springfield, Virginia 22151

Program for Persons of Limited English-Speaking Ability: Summary of Projects Funded
Principal Authors: Jack Reynolds, Marta Kelsey

Case Studies

No. 1. Tucson, Arizona: ESL and Bilingual Vocational Training
by Jack Reynolds with Gladys Garcia

No. 2. New York City: Bilingual Office Skills Training
By Kamer Davis with Willie Vazquez

No. 3. Bergen County, New Jersey: On-the-job Training and ESL
By Kamer Davis, Inese Balodis with Willie Vazquez

No. 4. Laredo, Texas: Bilingual Training for Electricians and Import-Export Clerks
by Jack Reynolds

No. 5. Los Angeles, California: Training Chinese Cooks
by TinMyaingThein, Jack Reynolds

No. 6. Pennsylvania: Building a Vocational ESL Library
by Kamer Davis, Inese Balodis

No. 7. Honolulu, Hawaii: Developing Bilingual Vocational Curricula
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PLESA

Program for Persons
of Limited
English-Speaking Ability

Case Study No. 9

Community Support

by
Kamer Davis
Inese Balodis

Prepared for
U.S. Department of Labor
loyment and Training Administration
e of Policy, Evaluation, and Research

by
University Research Corporation
Washington, D.C.
1978

PHILADELPHIA
PENNSYLVANIA

ABSTRACT

The PLESA project operated by the Jewish Employment and Vocational Service (JEVS) provided ESL, skills training, and job placement to 136 recently arrived Russian immigrants in the Philadelphia area. Over a 24-week period, three hours a day of survival and prevocational English were taught, plus four hours a day of skills training in refrigeration and airconditioning repair and three hours a day in clerical skills. The initial project plan called for 88 percent placement of clients in unsubsidized employment; in fact 48 percent were placed, and an additional 35 percent continued in the program under Title I funding. The lower placement rate was due primarily to the fact that entry level language and vocational skills were lower than anticipated so that more training was called for. Given the skills of the clientele upon entry, the project appears to have been quite successful in meeting its goals and objectives.

Two factors were cited as pivotal to success: an individualized and client-centered approach to counseling and job development, and the subcontractor's strong links with other community organizations and businesses. By encouraging the community as a whole to respond to the needs of its Russian immigrant clientele, and by providing a full range of support services through the Jewish Family Service and other community organizations, the project was able to meet the clients' needs in a focused and cost-effective manner.

BIBLIOGRAPHIC DATA SHEET	1. Report No.	2.	3. Recipient's Accession No.

4. Title and Subtitle: Program for Persons of Limited English-Speaking Ability: Case Studies. No. 9. Philadelphia, Pennsylvania: Community Support

5. Report Date: November, 1978

6.

7. Author(s): James Davis, Inese Balodis

8. Performing Organization Rept. No. 2500-2

9. Performing Organization Name and Address
University Research Corporation
5530 Wisconsin Avenue, N.W.
Washington, D.C. 20015

10. Project/Task/Work Unit No.

11. Contract/Grant No. 20-11-77-31

12. Sponsoring Organization Name and Address
U.S. Department of Labor
Employment and Training Administration
Office of Policy, Evaluation, and Research--Office of Research and Development, 601 D Street, N.W., Washington, D.C. 20213

13. Type of Report & Period Covered: Ten Case Studies

14.

15. Supplementary Notes

None.

16. Abstracts: Through the Program for Persons of Limited English-Speaking Ability (PLESA), 47 prime sponsors provided training and employment assistance to more than 6,000 persons of limited English-speaking ability.

These case studies are part of the Department of Labor's continuing effort to meet its responsibilities to conduct studies and disseminate information about such programs, developed under the Comprehensive Employment and Training Act (CETA).

The PLESA project operated by the Jewish Employment and Vocational Service (JEVS) provided ESL, skills training, and job placement to 136 recently arrived Russian immigrants in the Philadelphia area. Over a 24-week period, three hours a day of survival and prevocational English were taught, plus four hours a day of skills training in refrigeration and airconditioning repair and three hours a day in clerical skills.

17. Key Words and Document Analysis. 17a. Descriptors

Counseling-vocational interests
Education
Ethnic groups
Manpower
Recruitment
Unskilled workers

17b. Identifiers Open-Ended Terms

ESL - English as a second language
PLESA - Persons of limited English-speaking ability

17c. COSATI Field/Group: Linguistics

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FORM NTIS-35 (REV. 3-72) THIS FORM MAY BE REPRODUCED USCOMM-DC 1497-...

CITY OF PHILADELPHIA

PRIME SPONSOR: City of Philadelphia
ADDRESS: 1317 Filbert Street
Philadelphia, PA 19107
CONTACT: Hugh Ferguson, Executive Director, Area Manpower Planning Council
TELEPHONE: (215) 686-2102
GRANT NUMBER: 42-6-001-37
GRANT PERIOD: 5/1/76 to 4/30/77
GRANT AMOUNT: $95,000

PROJECT NAME: Persons of Limited English-Speaking Ability
ADDRESS: 7300 Castor Avenue
Philadelphia, PA 19152
CONTACT: Elinor Amram Hewitt, Project Director
TELEPHONE: (215) 722-6250
SUBCONTRACTORS: Jewish Employment and Vocational Service (JEVS)

BRIEF PROJECT DESCRIPTION: Two cycles of 24-week training were offered to 136 Russian immigrants. The training included instruction in ESL, clerical skills, and air conditioning and refrigerator repair.

INITIAL TARGET GROUP: One-hundred nineteen recent Russian immigrants.

PROJECT OBJECTIVES: At the conclusion of the two-cycle program, 70 immigrants were expected to find employment as a result of the training. The program would also directly place 30 others in unsubsidized jobs.

CLIENT REQUIREMENT AND SELECTION CRITERIA: Referrals to the program originated primarily from the Jewish Family Service. The U.S. Immigration and Naturalization Service was also contacted. Clients had to be Russian immigrants of limited English-speaking ability who were unemployed, underemployed, or otherwise economically disadvantaged.

CLIENT ASSESSMENT: An assessment of each participant was made regarding vocational interests and aptitudes, understanding and use of the English language, vocational training and employment history, and basic intelligence. (The Beta Test translated into Russian was used for intelligence assessment. However, the correlation between the scores and success in the program was so low that it has been eliminated.

CLIENT COUNSELING: Vocational counseling was provided directly through the program.

ENGLISH LANGUAGE INSTRUCTION: Participants who already had marketable job skills were placed in an intensive language program, three hours a day, five days a week for 24 weeks. For those participants who were placed during the 24-week period, language instruction was continued at nights. The participants in clerical skill training had a similar English language course with emphasis on business English. For those participants enrolled in air conditioning and refrigeration repair, the English language course was conducted two hours a day with emphasis on job-related vocabulary and colloquial terminology.

OCCUPATIONAL SKILLS TRAINING: Clerical skills and refrigerator and air conditioning repair training were taught.

JOB DEVELOPMENT AND JOB PLACEMENT: The JEVS job bank was used for placement and some local employers were contacted by letter, telephone, or personal visits for job development.

FOLLOW-UP PROGRAM: The Prime Sponsor assumed the responsibility for 30-, 60-, and 90-day follow-up contacts with employers to verify placements and measure job retention rates.

SUPPORTIVE SERVICES: None funded by Title III, but provided by other agencies.

ORGANIZATION: All services and training were provided by JEVS at one of their facilities. All units were administered and coordinated by the program director.

STAFFING: Program director, half-time; two English teachers, one full-time and one half-time; one full-time refrigeration and air conditioning instructor; one full-time clerical skills teacher; one full-time secretary; and two half-time vocational counselors/job developers; total full-time equivalent was six staff persons.

BUDGET:

	Planned	Actual	Percent of Plan
Administration	$15,960	$ 8,191	51
Training	65,360	68,659	105
Services	13,680	12,156	89
Total	$95,000	$89,006	94

CLIENT PROFILE: All of the program participants were immigrants from the Soviet Union with limited knowledge of English. Half of them were men, all of whom were heads of households. Most of the men and women were between the ages of 34 and 40 and had the equivalent of a high school education.

OUTCOMES:

	Planned	Actual	Percent of Plan
Total Clients	119	136	114
Total Terminations	119	136	114
Total Placements	103	57	54
Placement Rate	.882	.419	48
Cost per Placement	$905	$1,562	173

CONTINUATION: The organization has a Title I grant for conducting a similar program for CETA eligible persons.

NOTEWORTHY FEATURES: Community support.

REPLICATION ISSUES: It is being adapted for CETA eligible persons with different language backgrounds.

DOCUMENTATION AVAILABLE: Instructional materials, files, reports.

A Unique Target Group: Russian Jewish Immigrants

Demographers have long been aware that immigrant families tend to settle near others of the same language background. This is particularly true when ethnic ties are strong. The Jews of Russia have sought for more than 50 years to maintain their religious and cultural identity in the face of soviet government pressure. Recently, many have fled their homes in Soviet Georgia and the Ukraine, and have come to the United States. Of these, a large number have chosen to settle in Philadelphia. This is the group the JEVS project sought to serve.

The clients applying to the project were a relatively homogeneous group. They had all been processed through the B'nai Brith Center in Rome, where they had received some basic English training, so none were totally monolingual. Most spoke Yiddish as well. Almost all had earned the equivalent of a high school education, and had also achieved some level of vocational competence. None, however, spoke English well enough to translate their skills directly into employment here. Some had skills not in demand in this country, and needed retraining into a more marketable vocation. The project, therefore, proposed to provide both ESL and vocational skills training.

The JEVS Approach: Total Service Through Shared Responsibility

The Jewish Employment and Vocational Service is a well-established community agency, experienced in providing both ESL and skills training. It is not, however, a multi-service agency, and has no in-house capacity to provide transportation, housing assistance, family counseling, child care, legal aid, or other support services. Yet for newly arrived immigrants, such services are essential. The project was able to provide them--and at no cost to CETA--through linkup with the local chapter of the Jewish Family Services (JFS).

The links with JFS were close, but informal. Most of the usual organizational "rules" for delivering CETA services were set aside. JFS was not in any sense "responsible" administratively to JEVS; rather the agency was seen as an important resource to the project, with its own areas of responsibility, and its own approach to dealing with the clients. Counselors did, of course, consult on individual cases, and important information was traced back and forth on an as-needed basis, but by and large JEVS concentrated on training and job development, while JFS handled the various support services.

Both JEVS and JFS have close ties with Philadelphia's Jewish business community. The JEVS staff in particular used such community contact throughout the program to benefit the participants. For example, the skills instructor was able to acquire expensive late-model refrigeration equipment from a local wholesaler to give the students hands-on experience. Ethnic community ties also proved very helpful in developing jobs. The counselor-job developer contacted employers throughout the Philadelphia area to find jobs that would both suit her clients' appitudes and provide a supportive work atmosphere. In a sense, the employers themselves became partners in the project, sharing responsibility for its success.

The JEVS program used ethnic links extensively in providing services and jobs for its PLESA clients, an approach which served the clients well. The JEVS counselor-job developer points out that especially when dealing with an immigrant population such ethnic community support is an essential ingredient in project success.

Individualized Vocational Counseling and Job Development: A Key to Placement Success

Vocational counseling linked with job development was a high project priority from the start. The project director and counselor first assessed prior job experience through personal interviews and a skills matrix questionnaire, and then counseled the clients throughout the project. The counseling methodology was centered on job advocacy. Free to concentrate on vocational counseling due to the JFS involvement in personal counseling, the JEVS staff focused all their efforts on developing the job-hunting and job-holding skills of their clients, and on tenaciously arguing the virtues of those clients before employers. The job placement rate was excellent, primarily, it is believed, because the counseling and job development functions were held by the same staff persons, who could personally "broker" the best possible "deal" for their clients.

ESL and Vocational Instruction

The initial skills assessment formed the basis of a student's class placement as well as his/her employability plan. Two levels of ESL were offered: beginner and intermediate. The classes were designed to suit the clients' needs. The instructors tried to structure the lessons around topics that presented the American way of life to the students. For the beginner classes, tapes were used to supplement the classroom instruction. The students were also encouraged to watch television and movies as often as possible because this was considered a good reinforcement for learning language. The ESL classes were small, 10 to 12 persons in a class. In addition, the ESL instructors used volunteers from the local community to give the students more practice in conversational skills.

Twenty-four weeks of ESL were offered, three hours a day. Intermediate level students were able to learn enough English in this time to function effectively on the job. However, the instructors felt that a 24-week course was definitely too short for the beginning students, and recommend at least three months more of intensive English for the lower group.

For those whose job skills were not easily translatable into employability here, and whose aptitude suggested success, vocational training was also offered. Two courses were taught: clerical skills and training and a course in refrigeration and airconditioning. The clerical training course provided training in office skills and business ESL. The refrigeration and airconditioning course provided practical experience in the maintenance and repair of modern industrial equipment.

"Learning by Doing"

For the introductory sessions, the instructor used a very simplified text with many schematic illustrations. During these sessions, to overcome the language barrier (he was monolingual--English-speaking), he used one of the students as an interpreter. Shortly thereafter, the interpreter was replaced by a "buddy" system. The trainees paired off--one with better language comprehension joined another with more mechanical ability. This system worked very well; the rate of learning was high since the placement rate for those completing the training was above 80 percent.

The instructor had canvassed the community for in-kind contributions of electrical motors, compressors, whole refrigerators, and air conditioners to furnish his classroom. The instruction in this class, therefore, involved the dismantling of these various systems and motors and then restoring them to their original, functioning state. This hands-on experience was deemed more valuable than theoretical lectures and textbook instruction.

Placing the Clients

The refrigeration and airconditioning instructor also involved himself in job development for his students. He felt that he was the one who knew the students' strengths and weaknesses better than anyone else on the staff, and could present the best case for his client to the prospective employer.

The other participants whose goals were employment were assigned to one of the vocational counselors early in the program. The counselor continued to work with the same clients throughout their training program.

Results

The project staff felt that given a 24-week time period for the program, they had been successful in achieving their goals, although they felt that some of the students could have benefitted from more English. They also recognized that their efforts were considerably enhanced by the efficient support system this particular client group had through the Jewish Family Service. Were they to repeat the project, they would continue to build strong community links from the start, but would make their time period more flexible in order to better accommodate the full range of student ability.

The following reports were prepared by University Research Corporation as part of its study of the Program for Persons of Limited English-Speaking Ability. These reports may be ordered from:

National Technical Information Service
5285 Port Royal Road
Springfield, Virginia 22151

Program for Persons of Limited English-Speaking Ability: Summary of Projects Funded
Principal Authors: Jack Reynolds, Marta Kelsey

Case Studies

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PLESA

Program for Persons
of Limited
English-Speaking Ability

Case Study No. 10

Services for Asian Immigrants and Refugees

by
Jack Reynolds

Prepared for
U.S. Department of Labor
Employment and Training Administration
Office of Policy, Evaluation, and Research

by
University Research Corporation
Washington, D.C.
1978

SAN FRANCISCO
CALIFORNIA

ABSTRACT

The Multi-Service Center for Koreans provided 40 Korean immigrants of zero level ability in English with 20 weeks of ESL instruction. The objective was to give them enough English so that they could enroll in Title I mid-level ESL training programs. Thirty-five of the forty (88 percent) were enrolled and three were placed in jobs.

The Southeast Asian Refugee Program (SEAR) took 84 Vietnamese, Cambodian, and Laotian refugees with intermediate English-language ability and provided them with 16 weeks of ESL instruction and job exposure. Seventy-four (88 percent) were placed in jobs.

Probably the most noteworthy feature of this project was the job development done by SEAR. Job exposure, in particular, seemed to be a major factor contributing to the high placement rate. After four weeks of preparatory ESL, the students spent up to 16 hours each week at work sites observing the jobs for which they were planning to apply. Most of the students got the jobs that they observed.

BIBLIOGRAPHIC DATA SHEET	1. Report No.	2.	3. Recipient's Accession No.

4. Title and Subtitle Program for Persons of Limited English-Speaking Ability: Case Studies. No. 10. San Francisco, California: Services for Asian Immigrants and Refugees

5. Report Date November, 1978

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7. Author(s) Jack Reynolds

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14.

15. Supplementary Notes

None.

16. Abstracts Through the Program for Persons of Limited English-Speaking Ability (PLESA), 47 prime sponsors provided training and employment assistance to more than 6,000 persons of limited English-speaking ability.

These case studies are part of the Department of Labor's continuing effort to meet its responsibilities to conduct studies and disseminate information about such programs, developed under the Comprehensive Employment and Training Act (CETA).

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17. Key Words and Document Analysis. 17a. Descriptors

Counseling-vocational interests
Education
Ethnic groups
Manpower
Recruitment
Unskilled workers

17b. Identifiers Open-Ended Terms

ESL - English as a second language
PLESA - Persons of limited English-speaking ability

17c. COSATI Field/Group Linguistics

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SAN FRANCISCO

PRIME SPONSOR: Mayor's Office of Employment Training, City and County of San Francisco
ADDRESS: 1748 Market Street, San Francisco, CA 94102
CONTACT: Eunice Elton, Director
TELEPHONE: (415) 558-2922
GRANT NUMBER: 06-6010-37
GRANT PERIOD: 4/1/76 to 6/30/77
GRANT AMOUNT: $302,955

PROJECT NAME: Title III English as a Second Language
ADDRESS: Same as Prime Sponsor
CONTACT: M. Andrew Kline
TELEPHONE: (415) 558-5866
SUBCONTRACTORS: The Chinatown Resources and Development Center, South Asia Refugee Program, Multi-Service Center for Koreans

BRIEF PROJECT DESCRIPTION: A total of 124 persons were served by this project which offered two distinct language programs to different groups of participants, Southeast Asian refugees and Koreans.

INITIAL TARGET GROUPS: The initial target group of 20 Southeast Asian refugees and 40 Koreans was increased to 98.

PROJECT OBJECTIVES: At the conclusion of the project, Southeast Asian participants were expected to be competent enough in English that they could be placed in unsubsidized employment. The objective for the Koreans was to get them enrolled in CETA Title I mid-level ESL.

CLIENT RECRUITMENT AND SELECTION CRITERIA: Clients were located largely through waiting lists of the Southeast Asian Refugee Program, the Korean Language Program, other community-based agencies, and the Chinatown Resource and Development Center. Final eligibility was determined by the state Job Services Office, on the basis of CETA rules and regulations.

CLIENT ASSESSMENT: Assessment was done by a team of instructors and counselors. Prior to admission, oral interviews of applicants were conducted to find out about work history, educational attainment, and personal goals. Standardized tests of English were also given before, during, and at completion of training and periodic assessments were made by counselors who used the test results.

CLIENT COUNSELING: Educational and vocational bilingual counseling was provided by the Chinatown Resources and Development Center staff.

ENGLISH LANGUAGE INSTRUCTION: Classroom instruction was held 40 hours a week and emphasis was placed on speaking and comprehension skills. The Southeast Asian program lasted 16 weeks; the Korean program lasted 20 weeks.

OCCUPATIONAL SKILLS TRAINING: None.

JOB DEVELOPMENT AND JOB PLACEMENT: Most of the Southeast Asian participants were given 16 hours a week of "job exposure" to familiarize them with jobs for which they would apply. The purpose of the Korean program was for participants to move into Title I programs.

FOLLOW-UP PROGRAMS: Follow-up was done 30 days, six months, and one year after termination in the program.

UPGRADE TRAINING: None.

SUPPORTIVE SERVICES: Child care and medical care were provided through the city under a subcontract to the Job Services Office.

OTHER PRINCIPAL ACTIVITIES: Family planning was made available to participants. Field trips were conducted to familiarize newcomers with the city.

ORGANIZATION: Administration of the project was assumed by the Chinatown Resources and Development Center under subcontract to the city. The two components of the project were responsible for training and direct services to their participants.

STAFFING: The Southeast Asian Center employed three part-time instructors and two aides. The Korean Center also employed three instructors and two aides.

BUDGET:

	Planned	Actual	Percent of Plan
Administration	$ 25,826	$ 16,678	65
Allowances	165,120	125,209	76
Fringes	2,492	2,498	100
Training	52,124	35,206	68
Services	57,393	43,849	76
TOTAL	$302,955	$223,440	74

CLIENT PROFILE: There were 124 clients; 54 percent were female; 79 were between the ages of 22 and 44; 88 percent were either graduates of high school or had post-high school training; most were Vietnamese and Korean.

OUTCOMES:

	Planned	Actual	Percent of Plan
Total Clients	98	124	127
Total Terminations	98	124	127
Total Placements	60	77	128
Placement Rate	.612	.621	101
Cost per Placement	$5,049	$2,902	57

PROGRESS OR PROBLEMS: Both enrollment and placement were well over projections.

CONTINUATION: Continued under Title I and DHEW funding.

NOTEWORTHY FEATURES: Job development for Southeast Asian participants.

REPLICATION ISSUES: None noted.

DOCUMENTATION AVAILABLE: Reports, files.

Services for Asian Immigrants and Refugees

This program attempted to deal with specific unmet needs of Southeast Asian refugees and Korean immigrants. There had been heavy immigration of Vietnamese and other refugees, not only from Viet Nam, but from other parts of the United States to the area. Many of these people were skilled and had some English ability, but were in need of jobs. San Francisco had an elaborate system of providing survival ESL through the community colleges, but there were few programs designed to teach these people enough English to get jobs. The Southeast Asia Refugee Program (SEAR) was funded to meet this need. Vietnamese and other Southeast Asian refugees were to be given short (12 to 16 weeks) ESL courses and "job exposure" courses to move them rapidly into jobs.

The Korean part of this project was different. The existing Title I program didn't meet the needs of the Koreans. Many Korean immigrants had little or no English and were being turned away from the Title I program. The Multi-Service Center for Koreans provided basic ESL training in a longer (20-week) program designed to prepare 40 participants for entry into mid-level ESL training.

The prime sponsor did not feel there was a great need for vocational skills training. As mentioned, many of the clients were already skilled, and the others could be placed in entry-level jobs that did not require a high level of skills. Also, the prime sponsor was interested in serving as many people as possible with the available funds. Therefore, long-term training was not encouraged. In fact, the prime sponsor built performance objectives into the subcontracts to stimulate SEAR in particular to obtain jobs and place its clients. This worked very well. SEAR placed 74 of its 84 clients.

Setting Objectives

In designing the project, the prime sponsor had benefited from the experience gained in its Title I projects, and particularly from the nine years of experience of the Chinatown Resources and Development Center. It knew that the combination of half a day of ESL and half a day of job exposure really worked. The staff had learned that to be successful, the ESL component had to be linked directly to the prospect of a job at the end of training. Job exposure, in which the client spent up to 16 hours a week observing the operations at a work site, provided that link. Many clients were placed in the jobs they observed.

The prime sponsor also learned from experience that the ESL had to be vocationally oriented, that direct contact with employers from the start was important, and that the clients would need lots of support, both financial and psychological. These features were built into the PLESA project.

One thing the prime sponsor would change in the future is the Korean program. Although this was designed to be a feeder program into Title I, they found that some of the students didn't need this. They probably could have been placed in the Title I ESL or even in jobs directly. Three were placed in jobs, and the number probably could have been greater. But that was not the objective.

PERFORMANCE OBJECTIVES

All of the prime sponsor's training contracts have a monthly schedule for enrollment, termination, and placement. If the contractor does not meet its objectives, it cannot be refunded. This is a strong incentive. It has drawbacks. The prime sponsor feels there is too much emphasis on placements and it forces the contractors to dissuade some people from doing what they want to do. For example, some clients may want to go to school, but they are placed in jobs instead.

Identifying the target population was not difficult. As mentioned, there had been an influx of Vietnamese refugees, and many Koreans were being turned away from the Title I services. Also, San Francisco has a multitude of community organizations, and they alerted the prime sponsor to the need. There were other indicators of need as well: the community colleges were expanding their ESL instruction to serve the refugees and immigrants and three day care centers were established for these people.

Initially, 60 clients were to be served. This was increased to 98 because more funds became available. And 124 were served finally, mostly because the subcontractors performed well above expectations. SEAR, for example, was able to cut its ESL training from 20 to 16 weeks, and some students were placed and started work before completing their ESL instruction.

Organizing Services

Organizationally, the project involved four agencies besides the prime sponsors--the Chinatown Resources and Development Center (CRDC); the Southeast Asia Refugee Program (SEAR), the Multi-Service Center for Koreans (MSCK), and the Job Services Office (JSO).

CRDC was the original subcontractor and helped launch SEAR and MSCK, which were new and lacked the experience and administrative systems to start off on their own. CRDC provided that in the beginning, but by the end of the grant period, MSCK and SEAR were operating independently.

The prime sponsor felt that separate subcontractors were necessary. Even though it was costlier to duplicate ESL services, experience indicated that the program would operate more smoothly if the students and staff were ethnically compatible. Furthermore, San Francisco is noted for maintaining its cultural diversity. The Koreans and Vietnamese would have wanted to maintain their identities and would have been supported in this by local Korean and Vietnamese organizations.

The fourth organization involved was the Job Services Office, which was responsible for certifying eligibility, paying allowances, making referrals for services, and conducting follow-up. The prime sponsor and subcontractors liked this arrangement because it insulated them from community and political pressures and allowed them to concentrate on the services they were trying to provide.

Staffing was not a problem. The Korean program used instructors from the community college. SEAR used CRDC instructors and counselors and job developers were members of the same ethnic group as clients. This made it easier for the participants to communicate and explain their needs and problems.

The budget for this project was relatively low because Title I funds and community resources were used to provide some services. Without these, the costs would have been much higher. Still, the project spent only 74 percent of its budget, while serving 27 percent more clients than planned. These savings were attributed principally to the rapid processing of clients at SEAR, which reduced costs for allowances, training, services, and administration.

Monitoring was the responsibility of the prime sponsor. Two staff members monitored the training. They were knowledgeable and very supportive, and this proved very helpful to the operating agencies. The monitors acted as facilitators rather than as police. The prime sponsor also monitored performance in terms of achievement of contractual performance objectives. Since the agencies met their objectives easily, there were no serious monitoring problems.

Koreans and Vietnamese

The staff found that the Koreans and Vietnamese had certain cultural and circumstantial characteristics that affected the project. Probably the most important was culture shock. The Southeast Asians had serious acculturation problems. Some were mentally unstable and had to be referred for psychological treatment. Apparently this problem is getting worse. The highly skilled and educated Vietnamese had already arrived and the new arrivals are less educated and skilled. The "boat people" are starting to arrive now, and they are much more difficult to train.

Another psychological problem that the Southeast Asians faced was a rapid change in their worth and social status. Physicians, lawyers, and other highly trained professionals had to take jobs as orderlies, clerks, and bank tellers. Some had a difficult time accepting the realities they faced and require additional support.

> *There is a real difference between immigrants and refugees.*

The Koreans had fewer problems, and this may indicate that the real problem was not a cultural one, but a circumstantial one. The Southeast Asians were refugees while the Koreans were immigrants. The staff feels that there is a real difference between the two. Refugees have been torn from their support systems and thrust into an alien culture they did not choose. Immigrants usually have an established support system in their new country and have prepared for their move. This makes their adjustment much easier, and their need for supportive services much less.

There were more than 400 applicants for the first 20 openings at SEAR and 100 for the first 20 openings at MSCK. The SEAR staff felt that the ethnic grapevine was the best method of recruiting. MSCK found the churches worked best for them.

Selecting Clients

Selection was carried out by the subcontractors but JSO had final authority for certifying eligibility. As mentioned earlier, this worked well because the subcontractors could recruit and screen applicants but were insulated by JSO from pressures to select any particular individual. SEAR staff conducted interviews and gave some English tests. Initially, only one interview was conducted. This changed. Now two are conducted because they allow the staff to do a better job of assessing the applicant and screening out "apple polishers."

Besides conforming to CETA eligibility criteria and requiring intermediate English ability, the most important selection criteria used were: (1) motivation, (2) need for the training, and (3) attitude and aptitude. The staff also gave priority to older heads of households. Applicants under 18 were not accepted, and only one member of a family was allowed to enter the program. SEAR also looked for personality, communication skills, and other unique traits in applicants.

The Korean program formed an intake committee, made up of an instructor, an educational coordinator, and a student representative. The committee interviewed the applicants. Their most important selection criteria were: (1) a score of D or lower on an English proficiency test, (2) sixth grade or higher level of formal Korean education, (3) work experience and employability potential, (4) willingness to accept entry-level jobs (that is, physicians, nurses, and others who would not take such jobs were screened out), and (5) need for training (for example, female heads of households).

The project did not provide most supportive services directly because San Francisco has many service agencies that perform this function. When someone needed help, JSO made a referral to an appropriate agency.

The projects did include transportation, and medical and child care allowances in addition to the CETA stipend. Child care was only available for eight weeks and even then it was not supposed to be announced as an available service, only offered when specifically requested. After eight weeks the participants were supposed to be able to pay for the child care themselves or find another source of support. This was a problem because the training lasted 16 to 20 weeks. However, the prime sponsor does not plan to change this policy.

Another problem arose when a rumor spread that refugees would not get their permanent resident visa (green card) if they were on welfare. As a consequence, many dropped their AFDC.

> *The refugees needed a lot of counseling.*

Counseling

Counseling was one of the more important CETA services offered. As noted, the Southeast Asian refugees, in particular, had many problems and needed a lot of counseling. Serious problems, such as mental instability, were referred out, but the staff learned to deal with smaller personal problems; particularly, employment anxieties and expectations. Many of the Vietnamese were high-level people in Viet Nam, and had unrealistic

expectations about the types of jobs they could get in the United States. Also, they had preconceived notions about the types of jobs they would accept. Most wanted white collar jobs, particularly in banks because those were high status jobs in Viet Nam. The staff knew that non-clerical jobs pay more, but they did not have much success convincing the Southeast Asians to try those jobs.

SEAR provided both individual and group counseling. All of the staff did some counseling. SEAR found that this worked well. Each staff member had an individual counseling session with each student and this helped to establish rapport. Also, the students needed informal access to the staff, and since all of the staff were counselors, the students could talk to whomever they pleased about their problems. The group counseling dealt with employment procedures and job possibilities. It was a cost-effective way to deal with employment anxieties and unrealistic expectations, and the group interaction demonstrated to the students that they were not alone in their anxieties and expectations.

Counseling in the Korean program also was intensive and done on an individual and group basis. MSCK tended to rely on group sessions and used a lot of transactional analysis. Apparently this works well with Koreans who feel comfortable in a group setting and respond well to group pressure. They did not respond as well to suggestions to be individualistic and strong.

English Language Instruction

SEAR's ESL objectives were to teach the students enough English so that they could get jobs. Assessment involved interviews with a teacher and counselor and five tests: the Ilyin (EPT) test, a paragraph test, and dictation test, a reading test, and a cloze test (blanks had to be filled in). On the basis of these tests. (particularly the Ilyin test) the students were divided into three levels: low (over 200), middle (over 300), and high (over 400). Specific objectives were to move them to a higher level, to 350, 450, and 600, respectively.

The staff is not satisfied with the assessment procedures. They are still looking for better tests. They feel the current procedure is adequate but not fully accurate, and they are particularly anxious to have a test that measures speaking ability.

The Korean program was a feeder into Title I, and did not have the strong employment orientation that the SEAR program had. The staff also used the Ilyin tests for assessment, but unlike the SEAR program, MSCK accepted only applicants with scores of 200 or less. Their objective was to raise participants to a 600 level, particularly in job-related language in the industrial, clerical, and banking areas.

MSCK spent the first three or four days in orientation. The remaining time was spent in classroom instruction, small group work, individual tutoring, and field trips. The small groups were not organized by language level but by similarity of interests or characteristics. For example, other people were put together.

The SEAR program stressed conversation, particularly employment interviews during the first four weeks. Reading was introduced after the eighth week, and writing,

which received the lowest priority, began about the 14th week. The students often began job exposure after the fourth week and some were hired right away. Thus, ESL hours and duration of training varied for each student. This seemed to work well and SEAR staff felt that 16 weeks was adequate to achieve the objectives they set. In fact, they would like to shorten the training in the future.

Both the Korean and SEAR programs were highly structured. The Southeast Asian and Korean students liked this. They were accustomed to formal classes and lectures and preferred them to less structured approaches.

Developing Jobs

One of the more noteworthy features of the SEAR program was job development and placement. As mentioned previously, SEAR placed 74 of its 84 clients (85 percent). CRDC had developed job development techniques and passed these along to SEAR. The success of the job development was due to several factors: aggressive job developers; teamwork among the instructors, counselors, and job developers; a match between the types of jobs available and the desires of the students for clerical and banking jobs; satisfied employers and former students who informed SEAR and CRDC of job openings; and the "job exposure" aspect of the program.

The job developer spent a lot of time contacting employers, particularly banks and insurance companies. These were the types of companies the Southeast Asians wanted to work in, and San Francisco happens to have a lot of banks and insurance companies. The students were not interested in blue collar jobs (although a few were placed as auto mechanics and as technicians). Also, SEAR found it difficult to develop jobs in unionized companies. The unions imposed employment barriers that were very difficult to overcome.

Teamwork was important. The staff worked together to achieve a common goal--employment. The job developer fed information to the instructors about the types of jobs available and the application processes used. The instructors concentrated on teaching the students how to handle an employment interview and geared the curriculum to three objectives: getting a job, keeping a job, and moving ahead in society.

The job exposure aspect of the program probably helped account for many of the placements. After about four weeks of intensive ESL, the students spent up to 16 hours a week at a work site observing the job they were going to apply for. The experience might have been four hours in class and four on the job, or five and three, or two full days at the work site. The schedule was determined by the individual companies. In most cases, the student was employed by the company offering the job exposure.

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